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MANPOWER AND TRAINING NEEDS SURVEY IN POSTAL SECTOR

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CHAPTER 1

AIMS AND OBJECTIVES

1. Under the project for Joint ECA/UPU Manpower and Training Needs surveys in communications (Postal Services), a study was undertaken within the Economic Community of West African States (ECOWAS) with the following objectives:

- Determine training requirements within the sub-region;
- Assess the performance capabilities of existing national and multinational training centers within the sub-region;
- Make recommendations for expansion and/or upgrading of existing multinational training institutions and training of senior and middle-level management personnel;
- Recommend type and level of training to be developed at each national centre to meet identified needs in accordance with national development policies;
- Identify bottlenecks of existing training institutions;
- Recommend action to be taken to overcome identified problems, including strategies for ensuring supply of specific categories of manpower at all levels;
- When necessary recommend creation of national and multinational training centres.

2. In consultations with UPU it was found that the English speaking countries of the West African sub-region had not been covered by earlier studies and it was decided to undertake a study covering the English-speaking countries of the ECOWAS sub-region.

3 This is a consolidated report based on specific surveys of the following countries: The Gambia, Ghana, Nigeria, Liberia and Sierra Leone and previous regional, sub-regional and country studies carried out by the Economic Commission for Africa (ECA) and the Universal Postal Union (UPU).

The surveys were conducted over the period from February to March 1987.

4 Starting with the postal system of the West Africa Sub-Region and analysis of previous studies, this report aims at identifying future trends/needs in the areas of manpower planning/development and training up to the year 2000 A.D. both for Africa in general and the ECOWAS sub-region in particular and recommending an action plan for the future in terms of the objectives.

CHAPTER 2

THE AFRICAN POST - AN OVERVIEW

5 Despite the fact that Postal services have an important role to play in the socio-economic development of a country through the establishment of an infrastructure not only for the exchange of correspondence, news and information but also in mobilisation of savings and remittance of money, it is unfortunate that this sector has not developed in pace with other sectors, particularly in the developing world. In the context of the basic problems of allocation of scarce resources to meet many competing demands, the Post Office tends to get lower priority. This has been the case with Africa, much more so than developing countries in many other parts of the world. The development of the postal sectors to an acceptable level of efficiency in most of the African Nations would require substantial investments.

6 While Africa with an area of 30.313.000 km^2 occupies nearly 23 per cent of the total world area, its population of 583 million (mid 1986 estimates) accounts for only 9 per cent of the world population, despite a growth rate of around 2.5 per cent per annum in the last decade. With large tracts of land covered by deserts, tropical forests and lakes, it has an average population density of only 19.2 per km^2, the figures ranging from a mere 1.8 to 233 per km^2. The wide variety of the 50 countries that make up this huge continent will be evident from the fact that the smallest has an area of only 280 km^2 against the largest with an area of 2.5 million. Table 2.1 below gives basic data about the countries of Africa.

7 Data on the Postal Service in Africa is given in Table 2.2 below. This is based on Annual Statistics on Postal services published by the Universal Postal Union 1982, 83, 84 editions, updated wherever possible with figures for later years from reports of experts etc.

8 Financial services offered by the Post Office are (a) The money order/postal through which money can be remitted both within and outside the country; (b) Postal Savings Bank providing elementary banking facilities and (c) "cheques postaux" or GIRO which facilitates cash transfer of money within and outside the country. The following table indicates the position in respect of these services provided by African countries:

Table 2.3
Financial Services provided

No. of countries providing				
All 3 Services	Money order/Savings Bank only	Money order/Giro only	Money order Nos. only	
17 (34%)	17 (34%)	4 (8%)	10 (20%)	2 4%

The extent of usage of these services gives an indication of their importance in monetary terms. The Table 2.4 below gives available data on these services for 38 countries out of 48 providing financial services.

Table 2.1

Basic data on African countries Region wise

Country	Popul. 1985 (Million)	Area km² (Thous.)	Populat. Density Per km²	Estimated rate of increase in popul. 1985/1990 %	Estimated Population 2000 Ad million	Per capita GNP (1982) in US dollars
North Africa						
1. Algeria	21.7	2 381.7	9.1	3	33.4	2 320
2. Egypt	46.9	1 001.4	46.9	2.1	63.9	690
3. Libya	3.65	1 759.5	2.1	3.5	6.08	8 460
4. Morocco	21.8	446.5	48.8	2	29.5	760
5. Sudan	21.5	2 505.8	8.5	2.9	32.9	400
6. Tunisia	7.8	163.6	46.9	1.9	9.4	1 290
West Africa						
7. Benin	4.05	112.6	36.1	3.2	6.52	290
8. Burkina Faso	6.93	274.2	25.3	2.8	10.54	180
9. Cap Vert	0.33	4.0	82.2	2.5	0.47	320
10. Gambia	0.64	11.3	58	2.3	0.90	290
11. Ghana	13.60	238.5	57.1	3.4	23.60	320
12. Guinea	6.08	245.8	24.8	2.5	8.79	300
13. Guinea Bissau	0.89	36.1	23.7	2.2	1.29	190
14. Cote d'Ivoire	9.80	322.5	30.4	3.2	16.10	710
15. Liberia	2.19	111.4	19.7	3.3	3.69	480
16. Mali	8.08	1 240.2	6.51	3	12.66	150
17. Mauritania	1.9	1 030.7	1.84	3.1	3.0	480
18. Niger	6.11	1 267.0	4.8	3.1	9.75	240
19. Nigeria	95.2	923.8	103	3.6	161.9	770
20. Senegal	6.44	196.2	32.9	2.8	9.76	440
21. Sierra Leone	3.60	71.7	50.7	2	4.86	330
22. Togo	2.96	56.8	51.6	3.1	4.70	280
Central Africa						
23. Angola	8.74	1 246.7	7.0	2.8	13.24	-
24. Burundi	4.71	27.8	174.4	2.8	7.22	240
25. Cameroon	9.87	475.4	20.8	2.9	15.16	820
26. Central African Republic	2.57	623	4.19	2.5	3.74	280
27. Chad	5.021	1 284.0	3.9	2.6	7.30	-
28. Congo	1.73	342	5.1	2.7	2.64	1220
29. Gabon	1.14	267.7	4.7	2.3	1.63	3430
30. Guinea Equatorial	0.40	28.0	14.3	2.4	0.56	-
31. Rwanda	6.06	26.3	233.0	3.4	10.11	270
32. Sao Tome and Principe	0.10	0.96	111.0	1.8	0.14	340
33. Zaire	29.93	2 345.4	12.80	3.1	47.48	170

Table 2.1

Basic data on African countries Region wise

Country	Popul. 1985 (Million)	Area km^2 (Thous.)	Populat. density Per km^2	Estimated rate of increase in popul. 1985/1990 %	Estimated population 2000 AD (million)	Per capita GNP 1983 in US dollars
South and East Africa						
34. Botswana	1.1	600.4	1.8	3.6	1.91	880
35. Comoros	0.44	2.17	202.0	2.8	0.69	-
36. Djibouti	0.36	22.0	16.4	2.8	0.55	-
37. Ethiopia	43.5	1 221.9	35.6	2.8	66.5	120
38. Kenya	20.5	582.6	35.2	4.1	38.5	340
39. Lesotho	1.51	30.4	49.0	2.6	2.25	460
40. Madagascar	10.0	587	17	3.0	15.55	310
41. Malawi	6.93	118.5	58.9	3.3	11.38	210
42. Mauritius	1.05	2.04	524	1.4	1.30	10 810
43. Mozambique	13.95	801.6	17.4	2.8	21.09	-
44. Seychelles	0.07	0.280	250.0	1.7	0.084	2 430
45. Somalia	4.64	637.7	7.3	2.6	6.66	250
46. Swaziland	0.65	17.4	38.2	3.2	1.05	870
47. Tanzania	22.53	945.1	23.9	3.7	39.12	240
48. Uganda	15.46	236	61.4	3.5	26.25	220
49. Zambia	6.66	752.6	8.8	3.5	11.23	580
50. Zimbabwe	8.77	390.6	22.5	3.6	15.12	740

Source: UNECA - Demographic and related socio-economic data sheets for ECA member States 1986.

TABLE 2.2

DATA ON POSTAL SERVICES - AFRICA - REGIONWISE

1 Country	2 Number of Post Offices	3 Average Area Served by one PO in km²	4 Average Population Served 1 P.O.	5 Total No. employed in Post Office	6 Annual Postal Traffic (Letters) (in millions) Internal	Foreign
North Africa						
1. Algeria	2 002	1 189	11 160	16 791	273.8	84
2. Egypt	6 744	147	15 859	22 980	204.35	200.6
3. Libya	317	5 550	10 943	1 356	14.6	83.6
4. Morocco	1 057	672	19 836	5 323	122.7	60.8
5. Sudan	780	3 212	16 036	6 241	46.35	27.7
6. Tunisia	594	259	13 085	4 500	103.40	66.5
West Africa						
7. Benin	185	600	19 450	882	NA	NA
8. Burkina Faso	73	3 756	89 085	652	NA	NA
9. Cape Verde	58	69	5 425	182	0.445	2.11
10. Gambia*	20	560	32 000	102	0.120	2.6
11. Ghana*	996	244	12 000	2 356	51.85	64.34
12. Guinea	66	3 727	84 450	555	23.2	(Total)
13. Guinea Bissau	25	1 445	31 000	25	NA	
14.	845	381	11 538	3 185	27.34	27.75
15. Liberia*	48	2 362	43 000	398	3.54	9.38
16. Mali	119	10 421	67 979	686	0.89	3.88
17. Mauritania	60	17 130	31 700	330	11.91	23.85
18. Niger	159	7 968	37 735	704	2.43	3.27
19. Nigeria*	3 419	283	27 800	12 119	952.1	26 0
20. Senegal	528	370	12 200	1 254	5.17	19.23
21. Sierra Leone*	94	780	37 000	499	3.64	15.4
22. Togo	50+9*	145	6 935	424	NA	NA
	*(9 Mobile PO'S serving 340 points)					
Central Africa						
23. Angola	170	9 373	53 263	1 200	4.07	2.41
24. Burundi	38	732	124 000	189	.319	.886
25. Cameroon	217	2 145	34 560	2 590	NA	NA
26. Central African Republic	56	8 197	32 310	557	NA	NA
27. Chad	24	209 000	53 500	515	NA	NA
28. Congo	131	2 610	11 450	289	10.44	12.03

Table 2.2 (P.2)

DATA ON POSTAL SERVICES - AFRICA - REGIONWISE

Country	Number of Post Offices	Average Area Served By one PO in km²	Average Population Served By 1 P.O	Total No. Employed in Post Office	Annual Postal Traffic (Letters) (In millions)B	
					Internal	Foreign
29. Gabon	46	5 818	24 500	530	5.39	7.25
30. Guinea Equatorial	19	1 476	20 473	112	NA	NA
31. Rwanda	21	1 254	288 000	NA	NA	NA
32. Sao Tome and Principe	10	96.4	10 000	77	NA	NA
33. Zaire	362	6 500	82 700	2 297	18.52	16.59
South East Africa						
34. Botswana	131	4 580	7 149	662	7.05	12.45
35. Comoros	11	185	32 000	130	NA	NA
36. Djibouti	6	3 833	30 000	NA	0.221	1.50
37. Ethiopia	466	2 625	70 332	1 694	19.7	7.99
38. Kenya	806	814	24 223	4 333	170 6	82 5
39. Lesotho	130	235	10 769	540	4.7	27.7
40. Madagascar	1 207	68	1 185	2 099	39.2	5.8
41. Malawi	245	483	25 600	1 002	33.8	46.13
42. Mauritius	105	19	9 751	875	13.76	14.70
43. Mozambique	607	1 318	22 460	1 183	10.22	7.82
44. Seychelles	5	56	14 000	58	1.82	(Total)
45. Somalia	96	6 650	52 000	350	3.41	0.911
46. Swaziland	71	244	8 815	301	4.84	12.75
47. Tanzania	684	1 178	30 664	584	86.12	66.48
48. Uganda	360	670	36 111	616	24.00	NA
49. Zambia	362	2 079	16 632	1 399	42.09	32.53
50. Zimbabwe	272	1 435	27 628	2 805	145.7	48.2

N.B. 1) Source: Annual Postal Statistics published by UPU 1982, 1983, 1984.
2) * : FIGURES updated during mission in FEB/MAR'87 columns 2 & 5 (1986) and col. 6 (1985)

3) NA : Not available.

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2. Egypt	6 744	147	15 859	22 980	204.35	200.6
3. Libya	317	5 550	10 943	1 356	14.6	83.6
4. Morocco	1 057	672	19 836	5 323	122.7	60.8
5. Sudan	780	3 212	16 036	6 241	46.35	27.7
6. Tunisia	594	259	13 085	4 500	103.40	66.5
West Africa						
7. Benin	185	600	19 450	882	NA	NA
8. Burkina Faso	73	3 756	89 085	652	NA	NA
9. Cape Verde	58	69	5 425	182	0.445	2.11
10. Gambia*	20	560	32 000	102	0.120	2.6
11. Ghana*	996	244	12 000	2 356	51.85	64.34
12. Guinea	66	3 727	84 450	555	23.2 (Total)	
13. Guinea Bissau	25	1 445	31 000	25	NA	
14.	845	381	11 538	3 185	27.34	27.75
15. Liberia*	48	2 362	43 000	398	3.54	9.38
16. Mali	119	10 421	67 979	686	0.89	3.88
17. Mauritania	60	17 130	31 700	330	11.91	23.85
18. Niger	159	7 968	37 735	704	2.43	3.27
19. Nigeria*	3 419	283	27 800	12 119	952.1	267.0
20. Senegal	528	370	12 200	1 254	5.17	19.23
21. Sierra Leone*	94	780	37 000	199	3.64	15.4
22. Togo	50+9*	145	6 935	424	NA	NA
	*(9 Mobile PO'S serving 340 points)					
Central Africa						
23. Angola	170	9 373	53 263	1 200	4.07	2.41
24. Burundi	38	732	124 000	189	.319	.886
25. Cameroon	217	2 145	34 560	2 590	NA	NA
26. Central African Republic	56	8 197	32 310	557	NA	NA
27. Chad	24	209 000	53 500	515	NA	NA
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30. Guinea Equatorial	19	1 476	20 473	112	NA	NA
31. Rwanda	21	1 254	288 000	NA	NA	NA
32. Sao Tome and Principe	10	96.4	10 000	77	NA	NA
33. Zaire	362	6 500	82 700	2 297	18.52	16.59
South East Africa						
34. Botswana	131	4 580	7 149	662	7.05	12.45
35. Comoros	11	185	32 000	130	NA	NA
36. Djibouti	6	3 833	30 000	NA	0.221	1.50
37. Ethiopia	466	2 625	70 332	1 694	19.7	7.99
38. Kenya	806	814	24 223	4 333	170 6	82 5
39. Lesotho	130	235	10 769	540	4.7	27.7
40. Madagascar	1 207	68	1 185	2 099	39.2	5.8
41. Malawi	245	483	25 600	1 002	33.8	46.13
42. Mauritius	105	19	9 751	875	13.76	14.70
43. Mozambique	607	1 318	22 460	1 183	10.22	7.82
44. Seychelles	5	56	14 000	58	1.82	(Total)
45. Somalia	96	6 650	52 000	350	3.41	0.911
46. Swaziland	71	244	8 815	301	4.84	12.75
47. Tanzania	684	1 178	30 664	584	86.12	66.48
48. Uganda	360	670	36 111	616	24.00	NA
49. Zambia	362	2 079	16 632	1 399	42.09	32.53
50. Zimbabwe	272	1 435	27 628	2 805	145.7	48.2

N.B. 1) Source: Annual Postal Statistics published by UPU 1982, 1983, 1984.
2) * : FIGURES updated during mission in FEB/MAR'87 columns 2 & 5 (1986) and col. 6 (1985)

3) NA : Not available.

Table 2.4

Financial services in the African Post (38 countries)

Number of Country	Internal Money order/postal order Annual traffic 2A Number (Thous.)	2B Amount (Gold franc) ('000S)	Postal savings Bank 3A Number of Accounts (Thous.)	3B Balance held Gold francs ('000S)	"Cheques postaux" or Postal Giro 4B Number of Accounts	Annual turnover of funds 4B. Internal (Gold franc '000S)	4B. Foreign	4D Balance Held (Gold fr'000S)
North Africa								
1. Algeria	9 600	47.46	1 510	11 611	NA	255 396	587	25 699
2. Egypt (1)	3 267	771.00	3 160	1 257	7 000	1 343.7	NA	53 268
3. Libya (2)	15	37.20	@	@	@	@	@	@
4. Morocco	4 440	5 090.00	567	234.9	296 000	18 503	844.2	1 135.55
5. Sudan	562	41.44	@	@	@	@	@	@
6. Tunisia	9 800	4 337.00	590	464.88	207 000	17 298	42.15	951.38
West Africa								
7. Burkina Faso (1)	102	71.45	111.3	55.04	13 800	990.7	31.23	167.13
8. Cape Verde (1)	19.5	8.08	NA	5.3	@	@	@	@
9. Gambia (3)	4	NA	35.1	0.26	@	@	@	@
10. Ghana (3)	150	37.20	@	@	@	@	@	@
11. Ivory Coast	798	319.1	201.7	38.58	20 000	2 466	17 807	123 926
12. Mali	62.68	52.57	56.6	0.929	5 806	597.44	2.87	51.35
13. Mauritania (1)	71.1	85.05	2.64	2.41	11 809	90.72	216.3	30.81
14. Niger (2)	189	169.65	45.5	6.45	18 000	517.96	10.82	20.95
15. Nigeria	1 500	46.94	530	57.13	@	@	@	@
16. Senegal (1)	238.2	43.66	210	19.28	50 240	1 877.8	73.1	70.15
17. Sierra Leona (3)	NA	0.211	35.1	0.26	@	@	@	@
18. Togo	128	32.06	155	26.73	11 600	1 995.9	10.8	64.18

Table 2.4

Financial services in the African Post (38 countries)

	Internal Money order/postal Order Annual traffic		Postal Savings Bank		"Cheques postaux" or postal-Giro			
	2A Number (Thous.)	2B Amount (Gold franc) ('000S)	3A Number of Accounts (Thous.)	3B Balance held Gold francs ('000S)	4A Number of Accounts (Gold)	Annual turnover of funds 4B Internal Franc. - '000S	4K Foreign	4D Balance held (Gold franc '000S)
Central Africa								
19. Angola	3.1	1.6	@	@	@	@	@	@
20. Burundi	9.4	0.8	@	@	5 001	69.4	@	6.72
21. Cameroon (1)	459	183.45	252.8	69.92	24 982	NA	NA	43.38
22. C.A.R	105	87.54	72	5.99	8 711	165.3	1.19	5.995
23. Chad	3.6	2.04	@	@	@	@	@	@
24. Congo (1)	260.3	163.3	167.8	52.56	29 431	922.94	38.3	39.01
25. Equatorial Guinea (2)	.33	.115	@	@	@	@	@	@
26. Gabon	127.7	410.7	67.26	38.44	@	@	@@	@
27. Zaire (1)	17.2	0.582	@	@	19 933	6.3	@	4.552

Table 2.4
Financial services in the African Post (38 countries)

1	2		3		4			
	Internal Money order/Postal Order Annual traffic		Postal Savings Bank		"Cheque postaux" or Postal Giro			
	2A	2B	3A	3B	4A	Annual turnover of funds		4D
Name of country	Number (Thous.)	Amount (Gold franc) (000S)	Number of Accounts (Thous.)	Balance held Gold francs ('000S)	Number of Accounts	4B Internal	4K Foreign	Balance >Held Gold fr. '000S)
					(Gold	Franc -'000)		
South/East Africa								
28. Botswana (1)	282.4	21.94	@	@	@	@	@	@
29. Djibouti	0.345	0.108	@	@	@	@	@	@
30. Kenya	1 871	k04.7	1 254	144.2	@	@	@	@
31. Madagascar (2)	922.3	345.9	191.3	31.42	40 400	1 567	6.96	544.7
32. Malawi (2)	433.9	NA	559	93.47	@	@	@	@
33. Mauritius	134	1.67	219.8	29.29	@	@	@	@
34. Mozambique	128.3	57.89	@	@	@	@	@	@
35. Swaziland	32.9	0.51	@	@	@	@	@	@
36. Tanzania	522	47.73	676.3	73.39	@	@	@	@
37. Zambia (1)	443	NA	@	@	@	@	@	@
38. Zimbabwe	367	17.42	845.7	469.17	@	@	@	@

1. Figures for 1982
2. Figures for 1983
3. Figures for 1985
Rest Figures for 1984

N.B. i) @ - Service not provided
ii) All amounts in Gold Franc Swiss
iii) All figures collected from annual postal statistics - 1982, 1983, 1984 published by UPU
iv) Figures of 1985 - Collected by consultant during mission (Feb/March 1987).
v) NA - not available.

9. It will be seen from tables 2.3 and 2.4.

(i) Money order and/or Postal order services are provided by all countries which offer financial services;

(ii) Cheques postaux or "Giro" services are provided in four out of six countries in North Africa (Arabophone) and 17 out of 20 countries in other regions which are Francophone but are not provided by any of the Anglophone countries;

(iii) Since the bulk of the turnover in Giro accounts is by way of inter-account transfers, this service plays a significant role in restricting the circulation of money in cash for transactions in the majority of countries offering this service.

10. The norms for coverage of area/population by the Postal service towards which development can be directed, as adopted by the Universal Postal Unionare: one Post Office to serve an area of 30 to 40 km² or a population of 6000 on average. In Africa, with an average population density of 19.2 persons per km² (mid 1986 estimates), the average population served per Post Office varies from a maximum of 288,000 to a minimum of 1,185. To appreciate the rate of expansion required to even approach the UPU norms, it will be interesting to have a look at the number of countries with different population densities and the position in respect of the 7 countries with a population density of 100 per km² and above, as detailed in Tables 2.5 and 2.6 below:

Table 2.5

Population Density - No. Of Countries

Population Density Per Km²	No. of countries	% Of Total
200 & above	3	6
Between 101 and 200	4	8
Between 51 and 100	6	12
Between 26 and 50	12	24
Between 11 and 25	11	22
Below 10	14	28
Total	50	100

Table 2.6

Postal Coverage In Countries With A Population Density Exceeding 100 Per Km²

1	2	3	Average served by 1 P.O.		Number of PO'S required to serve			
			4	5	6	7	8 Factor	9
Country	Population Density per km²	Total Number of post offices	Area km²	Population	Area km²	Population	col.6 + col.3	col.7 + col.3
Mauritius	524	105	19	9 751	-	175	-	1.7
Seychelles	250	5	56	14000	7	1.4	12	2.4
Rwanda	233	21	1 254	288 000	660	31.3	1 010	50.0
Comoros	202	11	185	32 000	54	5.0	73	6.5
Burundi	174.4	38	732	124 000	696	18.0	760	20.0
Sao Tome and Principe	104.0	10	96.4	10 000	24	2.4	16	1.6
Nigeria	103	3 419	283	27 800	24 942	7.2	15.87	5.0

11. Mauritius, a small island country with an area of just 2045 km² is the only one which satisfies the UPU norm in respect of area served per post office. Out of the 7 countries with a population density in excess of 100/km², Nigeria accounts for 90 per cent of the total population and Burundi/Rwanda for 9 per cent. It is clear from the figures in Table 2.6 that Africa has a long way to go in reaching the UPU norms and for most countries, these norms may be unattainable even in the next 25-30 years, except perhaps in very small countries like Mauritius, Seychelles and Sao Tome & Principe. For countries of bigger size and larger population there has to be an expansion of between 7 to 32 times in the present number of offices to meet the norm even today and will be much higher year after year with an expected population growth around 3 per cent per annum. If one were to make a rough estimate for Africa as a whole to reach a coverage of even 10,000 population per P.O today, it will call for a five fold increase in the number of offices now existing.

12. It is evident from the above analysis that most African countries have to evolve norms regarding coverage of population by the Postal services, taking into account special features of each country, extent of contact between regions, existing and proposed development levels, etc. so that postal plans can be aimed at a rate of coverage that meets the country's needs. It is interesting to note that some countries have resorted to extension of the rural post through mobile post offices which have fixed circuits to cover a large area with low population density to solve this problem.

13. To appreciate the extent of development required for the African Posts, the comparative assessment of how it stands in relation to the rest of the world based on a recent study by the United Nations Economic Commission for Africa (E/ECA/CMU/23 December 1986) is briefly summarised below.

2.1 Postal services

(a) Postal coverage: The total number of Post offices (including service points covered through the Rural Mobile Post) is only 3.40 per cent of the number in all the developing countries of the world, despite an annual increase of 4.7 per cent in Africa against 2.3 per cent for the developing countries. About 28 per cent of the population does not have access to a port office since the average area/population served per post office is around 1760 km² and over 30.000 respectively;

(b) Postal traffic: With an average of about 6 items of correspondence per annum per habitant, Africa has the lowest rate in the world. While the fact that the overall literacy rate in Africa (35 per cent) is much lower than the rate for other developing countries (59 per cent partially accounts for this, the annual increase at 1.5 per cent being well below the rate of growth of population at 3 per cent per annum, the per capita traffic is likely to fall further. The position in respect of international traffic is however better - per capita rate being 1.1 against 0.77 for the rest of the developing world and an annual rate of increase at 3,5 per cent which is higher than the rate of growth of population. Still, the per capita rate (internal and international) for Africa which is around 6.4 is well below the rate of 15.17 for all the developing countries taken together.

(c) Personnel: The total number of employees in the Post office in Africa accounts for about 4 per cent of the total employed in all developing countries taken together. There is about one employee for a population of 6000, which is double the figure for developing countries. The annual rate of increase is around 2 per cent against the rate of increase of 3 per cent for the population. At this rate, it is inevitable that the quality of service will progressively decline in the coming years.

(d) Equipment

(i) Letter boxes: The average number of letter boxes available per 1000 population is around 0.04. Despite the figure being slightly higher than the average for all developing countries, it is insufficient to meet the needs of the people and an increase can only follow an increase in the number of post offices.

(ii) Post boxes: About 95 per cent of the population in Africa are served through Post boxes only. With about 1 million Post boxes i.e. about 2 per 1000 population on average, many countries find it impossible to satisfy the demand. Due to lack of resources for replacement and addition of fair proportion of mail has to be collected at the Post Office counter through "General Delivery" in the absence of delivery of mail at the residences of addresses.

(iii) Transporation: The postal services have only about 2500 vehicles of their own for transportation of mail. The climate and operating conditions in many countries take a heavy toll of vehicles. Added to this is the problem of maintenance and spare parts for the imported vehicles. The economic alternative is the conveyance of mail through public transport vehicles and railways. This service is inadequate compared to some developing and developed countries. The delay to mail occasioned by the post office fleet being too small to cope with the needs for obvious reasons, even over small distances of 100 - 200 kms in many countries results in the service losing its very credibility, which in turn affects the traffic and its revenue potential. Despite augmentation of the fleet by about 2.4 per cent on average per annum, the magnitude of the problem increases yearly.

(iv) Sorting: In almost all countries, sorting of mail is done manually, both on account of resource constraints and economic viability on the basis of traffic handled. Over centralisation of sorting, lack of accommodation, equipment and restriction of recruitment due to economic problems of some countries are other reasons that inhibit improvements in this vital area.

(v) Stamp cancelling machines: With about 550 machines, there are, on average, about 48 machines per 1000 Post Offices. Due to difficulties in maintenance of the machines, their number has been decreasing at a rate of over 3 per cent per annum. The increased utilization of these simple machines in large offices accounts for the bulk of traffic which is essential for expediting mail handling.

2.2. Financial services

(a) Of the 50 countries in Africa, 48 offer one or other of the financial services which comprise Money Order/Postal Order; Postal Savings Bank and GIRO or "Cheques postaux". Of these all three services are offered by 17 countries (34 per cent); Money order, Savings Bank by 17 countries (34 per cent); Money order, GIRO by 4 countries (8 per cent) and Money order only by 10 countries (20 per cent). The GIRO service is offered only in Francophone countries. About 87 per cent of the population has access to these services taken together.

(b) Money orders: With about 55 money orders per annum per 100 population, Africa is well behind the average of 143 per annum per 100 population, the figure for all developing countries, taken together. Unfortunately the traffic is declining at the rate of 12.5 per cent per annum, mainly on account of delays in transmission - an offshoot of the problems experienced in transmission of mail in general.

(c) Savings bank: 68 per cent of the countries offer the service which is estimated to be accessible to about 65 per cent of the population against 43 per cent for all developing countries. The growth of this service has been 15.6 per cent in the number of accounts and 9.6 per cent in the balances held at credit.

(d) "Cheques postaux" or GIRO: Only 32 per cent of the countries world wide provide this service. Among all developing countries, the percentage is 23. In Africa 42 per cent of the countries provide the service, 80 per cent of which are Francophone countries and the rest Arab countries which had colonial connections with France. Among developing countries, Africa accounts for about 69 per cent of countries where the service is available. While the comparatively lower development of the banking network in Africa may account for this, the GIRO renders a very valuable service in helping control of money in circulation since nearly 70 per cent of transactions by value are transfers between accounts.

14. Table 2.7 below shows the relative position of the African Post vis-a-vis the rest of the world in respect of certain indicators related to Postal Traffic. This illustrates the vast potential for development that exists for the service and the challenges it faces. The statistics is based on studies conducted by the Universal Postal Union are in year 1981. The relative position today will not be any better, taking into account the fact that the Post continues to get a relatively low priority in national development plans in Africa.

15. A further estimate* made by the Universal Postal Union in 1985, based on statistics for the year 1983 and on data received from a limited number of African countries showed the relative position of Africa vis-a-vis the rest of the world as follows:

* Situation of Postal Services in Africa and Outline of a Development Programme - UPU - September 1985.

Table 2.7

Comparative position related to different indicators of Postal traffic - 1981

REGION OR GROUP OF COUNTRIES	Letter Post - Despatch - Total of INTERNAL & INTERNATIONAL TRAFFIC				Parcel Post - Internal	
	Number of Countries	Average Number per Persons per annum	Average per Post Office per annum	Persons employed	Average number of Parcels per annum per person	Average number per Post Office per annum
Average for all the countries	161	62	500 000	68 800	0.4	3 500
Industrialised countries	28	271	1 125 000	91 600	2.0	8 300
Developing countries	133	15.2	156 000	34 500	0.08	820
DEVELOPING COUNTRIES						
Average for all developing countries	133	15.2	156 000	34 500	0.08	820
Africa	43	6.4	192 100	37 700	0.007	200
America	33	17.2	183 800	34 300	0.050	520
Asia-Pacific	30	15.0	153 300	36 700	0.090	910
Europe	8	45.4	150 000	27 300	0.30	1 000
Arab Countries	19	9.5	114 400	21 100	0.003	40

- The African Post accounts for 1.00 per cent of the World Postal network and 3.62 per cent of the network of all developing countries;

- The share of African countries in the annual domestic letter, post card and outward international service traffic is 1-12 per cent; in domestic printed papers and small packets traffic, it is 0.14 per cent and for domestic parcel traffic, it is 0.1 per cent;

- Money order traffic in Africa was 0.19 per cent of world traffic; collection by GIRO accounts 0.46 per cent of world data and for deposits in postal savings accounts, it was 0.46 per cent;

- The number of postal employees in Africa (0.16 official per 1000 population) represented 1.18 per cent of the world total and 3.71 per cent of the total for developing countries;

- Despite the unreliability of the statistical data and the relatively low number of countries furnishing it, (i.e. 26 out of 50), the above figures show that postal development in Africa remains limited.

16. The study referred to in the preceding paragraph also identifies the major obstacles that stand in the way of development of Postal services in Africa as follows:

(a) As is the case in most developing countries, the Post does not get due priority in national development. The result is that development of postal traffic does not follow the growth of socio-economic activities as a whole. Against the annual growth rate of population 3 per cent and GNP 2 per cent, letter post traffic grew only at 1.5 per cent, thus resulting in a decline of traffic per capita progressively;

(b) Bottlenecks in transportation of mail and dependence on modes of transport outside the control of the post result in long mail coveyance/delivery times, both within each country and for the intra-African Post. Lack of regularity in the transmission times, a vital factor in the service, has gradually eroded the credibility of the service, especially in areas separated by distances from the main cities;

(c) Lack of extension of the network in tune with needs, has resulted in the rural population not having access to a Post office in large numbers and the position deteriorates yearly in many countries;

(d) Most national sorting centres built several decades ago have become obsolete or too congested to meet current needs. Delay to mail and damage/loss due to security problems in overcrowded offices have also reduced the credibility of the service;

(e) The shortcomings in regional offices of exchange or transit and inadequacy of national airline routes result in mail between one African country and another being routed via European centres;

(f) Though the financial services provided by the post viz. Money Order, Savings Bank and GIRO (21 countries) offer the State an important means of influencing currency circulation, control and savings mobilisation, they do not play their full part in the over all African financial market, partly on account of the non development of the postal network. Many countries which provide Savings Bank facilities have not moved towards giving it a more effective role, especially in mobilising rural savings/spreading the banking habit in rural areas;

(g) Attempts to develop inter-African relations with regard to International Money Orders have come up against monetary problems and those connected with settlement of accounts. Establishment of an integrated multilateral Money Order service in Africa may take a long time to fructify;

(h) Due attention to certain basic aspects of managing a service like to Post has not always received adequate recongnition by majority of the African countries. Lack of autonomy in managing finances and a certain amount of flexibility in operating a service which covers the entire population of the country and a rigid certralised/approach adopted in many countries have taken their toll on the efficiency and improvement of the service;

(i) Weaknesses in statistics record keeping and planning do not permit optimal utilisation of resources-human, material and financial. Added to this is the absence of well defined policy rates both in terms of tariffs and costs incurred by the service, which affects productivity;

(j) Inadequacies in areas of manpower planning and training in a large number of countries;

17. African countrides can be classified into 5 distinct groups based on language: Arabic, English, French, Spanish and Portuguese. On account of the postal systems having been mostly established by the colonial powers, there are 3 distinct systems viz English, French and Portuguese in operation, with a few exceptions where the influence of other European systems is discernible. The distribution among the 5 broad linguistic groups is as follows:

Language	No. of countries
ARABIC:	Six countries in North Africa out of which three have a close affinity with the French system; one with the English system.
ENGLISH:	Eighteen countries - five in West Africa and 13 in Southern/Eastern Africa out of which all except two were colonies of Great Britain.
FRENCH:	Twenty countries - nine in West Africa: eight in Central Africa and three in Southern/Eastern Africa.

PORTUGUESE: Five countries - two in West Africa, two in Central Africa and one in Southern Africa.

SPANISH: One country in Central Africa.

18. In broad terms, the Postal system in the continent in terms of organisation, management pattern, services provided, training Policy etc. constitute 3 distinct groups - English, French and Portuguese. Systems patterned on the French model operate in 24 countries (20 French-speaking and 4 Arabic-speaking countries) or 48 per centof the total - (e.g.). All the countries providing the "Cheques postaux" or GIRO service fall within this group. Also there is closer affinity between the systems in the French-speaking countries than amongst the other two linguistic groups, which facilitates closer cooperation between these countries in matters like multicountry training etc.

19. Besides, all these countries have access to professional and higher level training institutes in France, which facilitates a closer rapport between the Postal Services of these countries. In promoting intra-African relations for developing the Postal Services, this linguistic element plays an important part and has to taken into account in any study of the African Post as a broad system.

20. For promoting intra-African cooperation in the Postal Sector, several restricted Postal Unions have been formed and have been instrumental in establishing closer links between their members in postal operations, inter-country relations, training, mutual cooperation in various fields, studies for identifying development projects, etc. The African Postal Union was founded in December 1961 with its Headquarters at Cairo, Egypt and open to all member countries of the Organisation for African Unity (OAU). However, its membership consists of all the six Arabophone countries of North Africa and six other countries from the other 3 linguistic groups. The African Postal and Telecommunications Union (APTU) with Headquarters at Brazzaville, Congo, founded, in October 1975 as a successor to the Malagasy Postal and Telecommunications Union set up in september 1961, has in its membership the Francophone countries of Africa. At the initiative of the Organisation of African Unity, the Pan-African Postal Union (PAPU) was set up in 1980 with headquarters at Arusha, Tanzania to bring together all African countries under one regional union. Fourty-one countries are now members. In collaboration with the Universal Postal Union, these intergovernmental postal unions have no important roles to play in the development of Postal services in Africa.

21. The broad overview of the African Post presented above would identify the areas requiring special attention as follows:

22. (a) Well-managed and reliable postal networks can fulfil many of the communications needs of African coutnries, and they have the advantage of requiring relatively small capital investment and foreign exchange expenditures in comparision with telecommunications systems. Yet it has not been able to play its role in most countries for lack of resources and problems of organisation, managements infrastructure logistics; etc;

(b) Despite the effort towards development in the past 25 years, African Postal network and traffic are but marginal in terms of world standards

are inferior to the average attained by developing countries taken together;

(c) Non inclusion of the Post as an essential infrastructure for rural development in general and as a corollary to efforts at increasing literacy among the rural masses is taking the Post office further and further away from their reach in many countries;

(d) Major problems exist in the areas of organisation and management of the services;

(e) If serious attention is not given by Governments to provide adequate resources for developing this essential service, the impact on socio-economic and cultural development could, in the long run, be highly detrimental to the national interests.

23. Before concluding this chapter, it is necessary to have a brief look at what is envisaged for the overall development of Africa by the year 2000 and estimate the needs of the Postal Service in this context. Implementation of the Lagos Plan of Action, would lead the continent to achieve by that year 1/.

- mobilization of adaptive technology potential in the informal sector;
- mass popularisation of science and technology;
- training of science/technology trainers;
- development of infrastructure for science and technology base;
- promotion of research and development;
- the development, improvement and reinforcement of local production capacity in construction workshops and in arts and crafts centres.

By the year, the trend forecasts for Africa are:

- Industry's share of GDP	25% (from 18% in 1978)
- Industry: Africa's share of world production	2.5% (against 0.6% 1980)
- Africa's share of third world exports of manufactured products	10% (against 4.2% in 1980)
- Proportion of labour employed in industrial sector	25% (against 12% in 1980)
- Percentage of GDP of Research and Development	1% (against 0.15% in 1980)

1/ Lagos Plan of Action - paras. 137-159.

24. The needs of the Post to provide the supporting infrastructure to a society which has reached this level can be seen as:

- Capacity to master technologies for manufacture of equipment commonly used by the service;

- Progessive modernisation of equipment and manpower to meet the incresing demands onthe quality and extent of services, especially in areas like.

  (a) Expedition of mail transmissi

  (b) Reduction of service times at counters

  (c) Extension of home delivery

  (d) Introduction of new services like provision of copying facilities in Post offices, fascimile, videotex etc.

  (e) Increase of operations;

- Rapid expansion of tne postal network to cover through one Post office an average population of 10000 persons at least;

- Creation of postal outlets, at least one in each settlement or basic community especially in rural areas;

- Develop financial services in turn with changing needs, especially in rural areas.

25. In other words, to accelerate the pace of postal development is a basic need for ensuring maximum benefits fromthe development in other sectors for the majority of the population, if one wants balanced development of the continent as a whole. In view of the low priority the Post has received in the past 2 decades, preparing the post to serve the society of the next century would call for heavy investments in all fields of its activity. The cost of establishing properly equipped sorting and transit centres alone, as proposed in the programme for the Transport and Communications Decade in Africa covering the period 1978-1988, is estimated at around 285 million US dollars. This would indicate the dimensions of the total package required for developing the African Post in terms of societal needs forecast for the year 2000.

26. Not withstanding the technological revolution in the developed countries in the area of information processing and exchange, the spatial flow of documents and communication through the written word in which the Post plays the pivotal role, will continue to occupy an important place in developing countries in the next 2-3 decades. In fact the demand on the Postal service for exchange of written communications is likely to grow manyfold in the developing world, side by side with a growing demand for more modern technologies for transmission. One can therefore be certain that the postal service in Africa will be called upon to meet heavier demands in the field of information exchange by the turn of the century. If the capacity to meet this demand is not foreseen and built-up, the impact on society will be detrimental to development.

27. While the role of the Post in national development is well appreciated by postal services of most African countries, it is extremely doubtful whether they can raise the resources necessary, specially in a situation where the one hand and a number of competing demands are to be satisfied on the other.

28. Thus, external aid from international agencies and from the developed world itself, would be essential. The balanced development of the African continent is as relevant to the rest of the world as it is to the African people. To get and justify such aid, African countries will, on their part, have to assign a higher priority to the Postal service and do much more for arresting stagnation and setting it on the road to growth and development.

CHAPTER 3

MANPOWER PLANNING AND TRAINING IN THE AFRICAN POST

29. The manpower planning and training function for reasons briefly set out below, occupies special importance in managing Postal Services and will continue to do so despite the worldwide trend towards mechanisation/automatisation of repetitive operations:

(a) The Postal service extends all over the country and its personnel is widely distributed in geographical terms;

(b) A postal manager in charge of a region exercises controls over his manpower from a distance, actual contact between him and his staff being infrequent;

(c) Direct contact between the service and its customers is maximum at the lower levels who from the cutting edge of the organisation. The higher the level of a manager, the lesser his direct contact with the client;

(d) The need to have a uniform pattern of work all over the country calls for comparatively flexible procedures and work methods as well as decentralisation of authority;

(e) The need for protecting the secrecy of mail; its security and responding to customer complaints promptly requires elalborate documentation. The variety of work required to be done by operators, espelcially in smaller offices, calls for development of multilateral skills even among the lowest cadres, necessitating proper training systems before and after employment for each level in the hierarchy;

(f) In view of the social overtones on the nature of the service, tariffs are fixed on the basis of direct and indirect benefits derived from the service. Since the funds for development and operations are not always under the control of the management, the service has to operate in a unique situation which calls for optimal use of resources, especially its major resource manpower;

(g) A wide variety of managerial skills is necessary even at supervisory levels to satisfy the clientele which is neither aware of nor overly concerned with the constraints under which the system operates;

(h) Dependence on organisations like railways, airlines, road transport corporations which are outside its control and often outside the control of the Government itself, requires its managers to develop interpersonal skills of a high order.

30. In this chapter, the existing situation in the African Post is discussed in broad terms, on the basis of available data; the objective being to set a perspective against which future needs can be assessed.

31. Manpower planning and training is a vital sub-system of the personnel function in any organisation and comprises the following activities:

- Job classification, description;
- Job qualification;
- Recruitment policy;
- Forecasting manpower needs;
- Recruitment;
- Training Policy (Induction, Refresher);
- Organisation of training;
- Evaluation of training;
- Placement;
- Continuing education of employees for upgrading skills;
- Promotion/career planning.

32. Making provision for all these activities in the organization is dependent on a number of factors like size, strength of manpower, general recruitment and promotion policy in the civil services of the country and the national ethos related to management of public services operated by the government, administrative patterns, etc. Viability of specilised training schools for the service, apart from being a function of total manpower employed, has relationship with manpower planning and development policy. In this context, it will be interesting to have a look at the size of manpower in the Postal service in different countries. For the 49 countries for which data is available, the distribution under linguistic groups is given in the table below.

Table 3.1

Distribution of manpower strength among African countries

Linguistic Group	Total Number of countries	Countries with Manpower strength of					
		100	101-500	501-1000	1001-5000	5001-10000	10000
Arabic	6	-	-	-	2	2	2
English	18	1	4	4	8	-	1
French	19	-	6	8	5	-	-
Portugese	5	1	2	-	2	-	-
Spanish	1	1	-	-	-	-	-
Total	49	3	12	12	17	2	3
% of countries to total		6	24	24	34	4	6

A further break-up of the distribution amongst countries with a manpower strength in excess of 1000 is given in Table 3.2 below.

Table 2.2

Linguistic group	No. of countries	Number of countries with manpower strength of between 1001-2000	2001-3000	3001-4000	4001-5000	5001-6000	10001 to 15000	Over 15000
Arabic	6	1	-	-	1	2	-	2
English	9	5	2	-	1	-	1	-
French	5	1	3	1	-	-	-	-
Portuguese	2	2	-	-	-	-	-	-
Total	22	9	5	1	2	2	1	2

33. The following broad conclusions can be drawn from these tables:

(a) Only 5 countries (4 Arabic and 1 English speaking) have a manpower strength of over 5000 which could permit the allocation of different groups of areas identified in para 31 above to individual managers at sufficiently senior levels of the hierarchy and can think of specialisation for individual managers in the area of manpower planning and training;

(b) In 15 countries the total manpower is less than 500 (5 English, 6 French, 2 Portuguese and 1 Spanish). Even if it is assumed that the managerial ratio to total manpower equals the UPU norm i.e. 3 per cent of manpower constituting the middle management and senior managers at the ratio of 1:5 to 1:10 of middle managers, the total strength of middle/senior managers cannot exceed 20, necessitating a multi-disciplinary approach to managerial development and training;

(c) Even if fresh recruitment reaches 10 per cent of existing strength for these countries, the annual figure will be less than 50. Out of this higher cadres will not account for more than 10 per cent or 5. The sheer economics of training would indicate that training of such a small number in national postal institutions will not be viable;

(d) For the rest of the countries, the position would be in between but training of higher and middle managers would still be more economical through multi-country arrangements from the point of view of training in infrstructure.

34. Since postal manpower is basically a function of traffic, it will be relevant to have a look at the figures for manpower and total annual letter mail traffic of countries selected at random having manpower strength of below 500,1000,5000,10000 and above.

Table 3.3

Comparative position of manpower and traffic

(Selected countries)

Country	Total manpower*	Annual letter mail Traffic*	Manpower per 1000 traffic
Seychelles	77	1 820.000	0.043
Sierra Leone	499	19 040.000	0.021
Tanzania	1286	152 600.000	0.077
Mali	686	4 870.000	0.14
Mozambique	1183	18 040.000	0.066
Coat d'Ivoire	3185	55,090.000	0.058
Kenya	4333	253 100.000	0.015
Sudan	6241	74 050.000	0.051
Nigeria	12119	121 900.000	0.099
Egypt	22980	404 950.000	0.056

* From Table 2.2 (Chapter 2).

Extreme caution is required in drawing any reliable inferences from this data on account of :

- Inaccuracies in traffic data;
- Extent of manpower employed in work other than other mail traffic;
- Different extents of coverage by financial services, etc.

35. But the figures do point to the fact that staffing norms vary widely between country to country, as also productivity. Both these features are not surprising if one takes into account the fact that many countries do not have a reliable system or work measurement based on which staff can be sanctioned in tune with actual needs.

36 Advance planning of manpower needs is but a part of the total development plan for the postal system as a whole, though an important one. The absence of manpower planning in many countries of Africa is therefore attributable to weaknesses in the planning process itself. One can identify six essential requirments in any organisation for ensuring that plans are drawn up and implemented satisfactorily. These are :

- The existence of a planning cell managed by persons who have the capacity of identifying needs in total system terms, making economic and financial assessment of alternatives available and have available the basic data/statistics required;

- An information system covering both internal and external factors for forecasting requirements with a fair degree of reliability;

- Facility for making techno-economic studies to identify priorities for optimising scarce resources and upgrading producltivity;

- Ability to undertake social cost benefit analysis of projects whose input-output ratio cannot be established in purely monetary terms;

- A system for monitoring projects during and after execution and;

- Means for constantly upgrading the skills identified above.

37. The low priority assigned to the Postal service in national development plans and the lack of resources have an impact in the quality of planning. It cannot be denied that the weaknesses in the planning process, are also related to manpower development and information management within the service. The spelcial attention given to this aspect through the Technical Cooperation Programmes of the Universal Postal Union has created greater awareness of the needs, lack of managerial skills, which constitute a vital area of weakness in varying degrees in the African countries. Out of these, statistics/information system are a major weakness and it is therefore not surprising that 8 out of 12 consultant missions undertaken by the Universal Postal Union in its technical cooperation programme for 1987, directly or indirectly cover these areas apart from 7 out of 12 individual fellowships for study being related to them.

38 The system of recruitment to different cadres inthe Postal Service varies widely but there are similarities among linguistic groupings of countries, the greatest degree of uniformity exists among the French-speaking countries. In view of this, a general description is given according to linguistic groupings.

(a) Arabic speaking countries

Recruitment is made directly for both operative and junior management cadres. Secondary school education is the qualification for direct entry to operative cadres, with a higher qualification being essential for direct recruitment to higher cadres. Promotion from operative to supervisory to managerial cadres is based on experience, qualifications, and satisfactory performance over

a fixed period of service. Apart from training before actual appointment to the level of recruitment, training for higher appointments before promotion is the general rule.

(b) English-speaking countries

Recruitment is made directly for operative and junior management levels in some of the countries, while in others senior positions are filled by promotion only. Secondary school certificate is the minimum qualification for direct entry to operative levels and a university degree for junior management levels. In a number of countries, recruitment is centralised through Civil Service Commissions, who conduct an examination at national level for recruitment to operative levels. The general practice in countries which recruit directly to managerial levels is through the Civil Service Commission by advertisement of vacancies/interviews. In many countries all regular appointments/promotions above the operative level require the approval of the Civil Service Commission. Thus the Postal Service in many countries does not have full control over recruitment, which affects the manpower situation adversely. Training before promotion to different levels is also not viewed as a prerequisite in many countries.

(c) French-speaking countries

With minor variations, the recruitment pattern in these countries is uniform. Direct recruitment is made at the levels of postmen (elementary school); operatives (secondary school); controllers (higher secondary school); inspectors (university degree). Some countries also recruit directly at the highest level of administrator (Master's degree). Promotions from within to these levels are through examinations, and within different grades of any cadre being based on experience and satisfactory performance. Training before appointment to each of the levels described above is compulsory. Responsibility levels of different cadres are generally well-defined. The system permits, to a greater degree than other groups, advance planning of recruitment and training and ensures that by and large, personnel at supervisory/managerial levels are professionally qualified to occupy their posts.

(d) Portuguese speaking countries

Excepting 2, the rest of the countries in this group are very small in size and do not have a well-defined policy for recruitment or responsibility levels. In one of the 2 larger countries, the evolution of such a policy was under examination in 1986. Direct induction of candidates with higher qualifications is not the practice in these countries, as a matter of recruitment policy.

(e) Spanish-speaking

The only country in this group is very small, with a total manpower strength of 112 of whom only 52 are employed in operative/higher levels of the service. In the absence of a well-defined recruitment policy, employment at operative/lower levels is on ad-hoc considerations.

39. In general, for employees below the operative levels ie. postmen, porters, drivers, messengers, maintenance staff etc. the system of recruitment varies widely. These posts are regular full-time appointments in some countries, contractual in others and also part-time or on daily wages in others. Personnel manning rural post offices can be full-time, part-time or functionaries of other government/local agencies. While in some countries, the minimum educational qualification for postmen, messengers etc., is prescribed as elementary or primary school level, in others literacy is considered sufficient. Avenues for promotion for such employees is provided in varying degrees under conditions that vary widely. While after appointment to the Postal service, an employee has to pursue a career in that service only, in almost all countries, there are one or two countries where there is a unified civil service in which mobility between different departments of Government is permitted at all levels from the operative and above (e.g. Liberia).

40. Organisationally, the general pattern is that the Posts and Telecommunications is a combined department of Government, with finance, accounts, personnel and logistics as common functions for both services at Headquarters level. In a few countries, Posts and Telecommunications are a corporation of Government. In either case, the Postal Services do not have an independent budget. In a number of English-speaking countries the heads of the combined department and also regional heads mostly come from the telecommunications wing. Because telecommunication is viewed traditionally as capital intensive, orientation has at the seame time, operations telecommunication required quotient manpower. Many countries especially in West Africa in recent years have separated the postal wing. This does not seem to be the trend in countries belonging to other linguistic groups.

41. Training Policy

(a) In the Arabic/French speaking countries, formal training is a prerequisite for appointment to all the levels at which recruitment is made directly, both for direct recruits and promotees as a general rule. Award of diplomas on completion of training courses to those who attain the minimum level of proficiency laid down is also the common practice. This policy permits better advance planning of training and linkages between recruitment and training policy and thereby better utilisation of training facilities available through a realistic training budget;

(b) In the English-speaking countries, there is no uniformity of approach, which is an interesting feature especially of French-speaking countries. While the importance of training is explicitly recognized by almost all countries, making training a prerequisite for employment/promotion to different levels is, generally not formally laid down. In countries with a satisfactory training infrastructure, training is provided before employment to these levels, training on the job followed by institutional training when possible is the practice in a number of countries which have administrative and financial problems in this area. Also there is no uniformity in the duration of courses and course content for different levels which again is a special feature of French-speaking countries.

(c) Only 2 out of 5 Portuguese speaking countries have permanent facilities for training and a training policy which aims at preparing new recruits for their jobs. In the other three, which are very small in size, responsibility levels in the hierarchy and training needs are not clearly spelt out and only one among them has some facilities for training operators;

(d) The only ex-Spanish colony is again a very small country where efforts are under way to evolve a training policy and also utilise the facilities of neighbouring French-speaking countries, with whom they have closer links;

(e) Almost all countries have been beneficiaries of the efforts made by the Universal Postal Union in the last two decades in areas like:

(i) Evolution of training policies;
(ii) Improving training facilities/infrastructure;
(iii) Upgrading quality of training; and
(iv) Having trained instructors.

It is interesting to note that even countries with no training schools for the Postal Service have trained instructors and are utilising them to the extent possible to organise some training activity within the limited resources available.

42. National training schools

(a) Of the 50 African countries, training schools at national level are functioning in 42 countries; the distribution among linguistic groups is shown in table 3.4.

Table 3.4

Linguistic Group	Total No. of countries	No. with training school for training		
		Operative	Junior Mgt/ Supervisory	Middle Mgt
Arabic	6	6	6	4
English	18	15	13	3
French	20	20	18	2
Portuguese	5	2	1	-
Spanish	1	-	-	-

(b) Of the six countries which do not have regular training schools, 3 are English speaking, 2 Portuguese-speaking and 1 Spanish-speaking. Four countries have a total postal manpower ranging from 25 to 130 and the other two below 400. The small size of the four countries could render a full time training school economically unviable. The largest among them, Liberia, had access to a training school run by a restricted union of 3 countries till 1983, when this school stopped functioning. However, 3 other countries are carrying on limited training activity, though with poor infrastructure and facilities.

43. Multinational schools:

(a) Thanks to the efforts of the Universal Postal Union in cooperation with restricted unions in the last 25 years, multinational schools have been established for providing facilities for training of

staff at higher levels for different linguistic groups:

(i) Abidjan (Coat d'Ivoire). This caters to the training needs of senior/middle levels i.e. administrator, inspectors and instructors from the French-speaking countries. The school is very well-equipped and staffed by faculty drawn from Postal systems of several French speaking countries and has the capacity to meet the training needs for which it has been established. It is also the location where a number of colloquia, special international courses on different areas of postal management and international seminars organised by the Universal Postal Union as part of its technical cooperation activities are conducted. In fact, it is the only school fully equipped to cater for the needs of training senior managers;

(ii) Brazzaville (Congo) This school caters to the needs of training at middle levels - inspectors of French-speaking countries, especially in the Central African Region. It is also well-equipped and has all modern facilities to meet the training needs of the region. Colloquia, seminars and professional courses are also conducted in this school. Proposals for extending its facilities to cover training needs of the Portuguese/Spanish-speaking countries and also training of "Controllers" (Junior management level) of some Central African countries are on the anvil;

(iii) Nairobi (Kenya): The Central Training School at Nairobi has been established to meet the training needs of middle grade/senior staff of English speaking countries from Southern/Eastern Africa. It is also equipped to meet training needs in areas of specialisation like planning, statistics, etc. for English speaking countries and trains Instructors as well, in courses sponsored by the Universal Postal Union;

(iv) Balantyre (Malawi) This school caters to the training needs of operative/supervisory levels of officials from 4 English-speaking countries in Southern Africa.

44. (a) The Portuguese-speaking countries have been using the facilities available in the (French 9 multi-country schools for training junior/middle level managers in a limited way. They depend on the possibility of having this training imparted in Portugal or Brazil, even at operative/supervisory levels in the countries which have no training schools. To meet the needs of these countries, there is a proposal to create a multi-country school at Beira, Mozambique where training of managerial personnel can be imparted in the Portuguese language. Since countries in this group are very small with the exception of 2, this is the only alternative that can solve the problem of instruction in Portuguese.

(b) The only Spanish speaking country in Equatorial Guinea is also a very small one. As part of its plan for greater integration with French speaking countries in Central Africa, it proposes to utilise the Multi-Country School at Brazzaville to greater advantage in future to meet its needs for training at supervisory/managerial levels.

45. A general assessmen of the approach to training and adequacy of training facilities related to training at different levels leads to the following conclusions:

(a) Arabic-speaking:

Training is given due importance in the personnel policy governing the Post. By and large, these countries have well-established training institutions to cater to different levels. Some of the countries (e.g.) Egypt, Algeria, Morocco have been able to train officials at different levels from other African countries under the aegis of the African Postal Union or bilateral arrangements. They also have access to the facilities available in the "Institut Superieur Postal Arabe" set up by the Arab Postal Union at Damascus. This group of countries can therefore be considered to be self-sufficient in training facilities;

(b) English speaking:

Out of 18 countries, only three have the capacity to train up to middle level managers, 13 up to supervisory junior/management levels and two only operatives. Three countries have no postal school at national level. The extent to which training is integrated fully in the personnel function, adequacy of infrastructure, linkages between recruitment and training, vary widely from country to country. There is also little uniformity in assessment of training needs at different levels and in course design etc. For training higher levels, most of them have to depend on fellowships/aid from the United Kingdom and other developed and developing countries. A substantial amount of managerial expertise developed in these countries has come through UPU fellowships for courses in institutions in the United Kingdom. There is thus need and scope for bringing about a greater degree of uniformity in course design, duration, etc. This is further illustrated by data on eight countries selected at random given in Table 3.5 below.

Table 3.5

Duration of training courses for different grades in elected African countries (English-speaking).

Country	Duration of training courses for		
	Operational staff	Junior Grade staff	Middle grade staff
Botswana	2 weeks	2 weeks	3 weeks
Ethiopia	2 months	2 weeks	2 months
Ghana	4 months	2 weeks	2 weeks
Kenya	3 months	5 months	10 months
Malawi	6 weeks	6 weeks	4 weeks
Nigeria	10 weeks	2 weeks	12 weeks
Tanzania	6 weeks	6 weeks	4 to 5 weeks
Zambia	5 weeks	3 weeks	4 weeks
Zimbabwe	3 months	2 years	-

Source: Responses to UPU study on training infrastructure - 1983.

(c) French-speaking countries

With minor variations in the duration of courses, training prior to employment at the levels of postmen, postal operators, controllers, inspectors and administrators is compulsory before appointment. This and the importance given to training, especially foundation training at each of these levels, offer a more integrated approach to recruitment planning, training and placement. Average duration of training courses for different levels is as follows:

Postmen (Preposes)	:	12 weeks
Operative (Agent d'exploitation)	:	One year
Junior Management (controleurs)	:	One or two years (flexible)
Middle Management (inspecteurs)	:	2 years
Senior Management (administrateurs)	:	2 years

Almost all countries are equipped for training up to the level of controllers. Inspectors are trained at the Multi-national Schools at Brazzaville, and Abidjan, administrators also trained at Abidjan. Most of the French-speaking countries train their inspectors and administrators in France. Uniformity in training systems,organisation

and administration of the services among these countries is a plus point in terms of multinational courses. Greater cooperation through restricted unions and between these countries also helps in better utilisation of multinational schools. Besides, the similarities in background, qualifications, training and work experience of candidates from these countries are an asset to the multinational schools in conducting courses at the level of inspectors and above.

(d) Portuguese-speaking countries: The lack of recruitment and training policies in most countries stems mainly from their small size. In the absence of a multi-country institution using the Portuguese language as medium, some of them are utilising training facilities in French countries. In addition to deputing personnel to Portugal/Brazil to the extent practicable. The establishment of a postal school at Beira, Mozambique, which is an important project for development of the African post, will lead to a solution of most of the problems experienced in these countries;

(e) The only Spanish-speaking country, Equatorial Guinea, is developing closer relations with French speaking countries in Central Africa and hopes to solve its problems through the multinational school at Brazzaville, in addition to organising refresher courses locally with the trained instructors available.

Refresher training:

46. More than 60 per cent of the countries having postal training establishments conduct refresher courses at the levels covered by the training capacity of the schools. The title of the course, duration and contents vary very widely from country to country and it is not possible to draw any reliable conclusions on the policy orientation towards this facet of training, percentage of effort in terms of cost, time, etc. allocated to it and the norms applied towards identifying and designing such courses. It is also difficult to draw any conclusions regarding whether such courses are part of a planned approach at upgrading skills, preparation for advancement in one's career etc.

47. The only fact that emerges clearly is that most countries have realised the need for such training and are making a conscious effort to use the facilities available to provide such training to their staff. Here again, scarcity of resources, want of an organisational approach to the problem, non-availability of a mechanism for identifying training needs are some of the deficiencies experienced. The position, prima facie, appears to be better in the French speaking countries mainly on account of their basic approach to the philosophy of training. The most fruitful activity in this area has been the training activity carried out by the Universal Postal Union in cooperation with restricted unions and individual countries, as indicated in Table 3.6 below.

Table 3.6

UPU Training activities in Africa

	1964-68	1969-73	1974-78	1979-83	Total
Number of training activities carried out	6	10	8	27	51
Officials trained*	185	248	180	475	1088
Total fellowships awarded	156	272	285	647	1360
- under UNDP	70	173	183	305	731
- under the UPU - special fund..	86	99	102	186	473
- under UPU Budget	-	-	-	156	156

* - Does not include officials from Arab-African countries.

Source: Contribution of UPU to development and use of human resources in Postal Services in Africa-UPU-May 1984.

48. Available data for the period after 1983, though very limited, indicates that the momentum gained during 1979-83, is being maintained. While the contribution by UPU in upgrading manpower skills has been very significant, utilisation of skilled manpower to further upgrade manpower locally, does not appear to have received enough attention.

Instructors:

49. A vital component of the training function is the availability of trained instructors in sufficient numbers. With the co-operation of UPU, facilities have been developed in the multi-country schools at Abidjan and Nairobi for training instructors. For instructors to handle training of higher levels, dependence is on training facilities available in United Kingdom, France etc. Here again, UPU has been instrumental in securing the cooperation of institutions in UK and France who specialise in this field. Since 1981, annual courses for instructors have been organised by UPU in the multi-country schools at Abidjan and Nairobi as also in specific countries. In addition, refresher courses, colloquia and seminars have been organised on this subject, which have benefited more than 300 instructors in Africa since 1968. Some countries have also been able to train instructors in developed and developing countries under bilateral

programmes. Despite these activities, the number of trained instructors available in the African Post, is by no means adequate. In 1984, it was estimated by the UPU that in Africa, one instructor was available on average for 100 postal officials against one for 60 in Arab countries on a whole and about 30-35 per cent of staff had received no training.

50. There has not been significant change in the position. Ensuring availability of adequate number of qualified instructors is therefore a crucial issue.

Training infrastructure/aids

51. Data available in respect of 31 countries is tabulated below:

Table 3.7

Training infrastructure

Description	Number and Names of countries
(i) Where Postal Schools have adequate facilities/equipment	14. Egypt, Morocco, Tunisia, Kenya, Lesotho, Malawi, Ethiopia, Cameroon, Congo, Guinea, Cote d'Ivoire, Mauritania, Senegal, Comoros.
(ii) Where facilities/equipment have to be upgraded in varying measures.	13. Chad, Central African Republic, Gabon, Zaire, Benin, Mali, Togo, Niger, Nigeria, Ghana, Madagascar, Tanzania, Swaziland.
(iii) Where no schools exist	3. Liberia, The Gambia, Sierra Leone.
(iv) Out of ii and iii, where adequate facilities will be available by 1988.	2. Nigeria, Sierra Leone
(v) Where plans for upgradation of facilities; new courses etc. exist.	9. Benin, Congo, Central African Republic, Gabon, Nigeria, Madagascar, Morocco, Tanzania and Togo.

Source: Reports of UPU experts and information furnished by countries to UPU.

52. This is an indication of a fairly high level of achievement given the problems faced in many countries and the sincere efforts being made by African countries to improve the facilities for training. It is also interesting to note that in 5 countries, national schools also undertake research activities related to training and operations. Also eight countries hope to improve the physical facilities and provide modern equipment in their current plans. However, library facilities are not as well developed as they should be and some of the smaller countries have logistic problems in utilising audio-visual aids used in training. In the area of training aids also, the contribution made by the Universal Postal Union has been very significant. Another interesting feature is that 8 out of these 24 countries can offer training facilities for candidates from other countries and four of them have actually been providing this facility under bilateral arrangements with other countries.

53. The type and pattern of manpower engaged in managing the rural post varies very widely from full-time employment to part-time, contractual, utilisation of employees of other agencies, village organisations etc. There is also no system of training these employees except on the job, basic instruction being given at the time of employment supplemented by further instruction during periodic inspections which depends on the individual inspecting officer. Sufficient thought to this issue does not appear to have been paid, perhaps due to the fact that most countries have their hands full in maintaining statut quo in terms of quality of service and in ensuring minimum training for regular employees. In the context of need for accelerated progress in developing the rural post, this is an area to which serious thought has to be given, from the point of view of training.

54. Summarised below are the major issues for consideration in the evolution of future strategies in the area of manpower planning and training for the African post:

- With less than 0.20 employee in postal services per 1000 population, Africa has a long way to go to reach the desired level of 1 employee per 1000 population;

- Arresting stagnation of the post is a major issue for many countries. Lack of managerial skills in many areas is one of the contributory factors;

- Major weaknesses exist in the areas of statistics. Information systems, costing and scientific planning for development;

- Organisational structure does not adequately provide for the vital function of Manpower Planning and Development. Small countries with relatively small numbers employed in the service face special problems in this area;

- Very few countries can hope to be totally self sufficient in meeting training needs of all levels in the foreseeable future. Sub-regional and regional efforts are therefore crucial;

- Nearly 50 per cent of the countries has yet to develop minimum infrastructure for training;

- The policy regarding basic training at different levels, especially among English-speaking countries requires review, through cooperative efforts and technical and financial support from external sources;

- Portuguese speaking countries do not have facilities for training at managerial levels within Africa in their language;

- Facilities for training instructors for imparting training at senior levels do not exist on the one hand and the number of trained instructors for other levels is not adequate;

- Reliable projections of manpower increases and training capacity required in the future are not available for most countries.

CHAPTER 4

MANPOWER PLANNING AND TRAINING IN THE POSTAL SYSTEM WEST AFRICAN REGION

55. The West Africa region comprises 16 countries, five English speaking; nine French-speaking and two Portuguese-speaking. Basic data on the sub-region region as compared to the whole Region is given in Table 4.1 below:

Table 4.1

	West Africa	Africa
1. Surface Area:	6,142,686 km² (22%)	28,018,099 km²
2. Population (mid 1986 estimate) :	181 million (31%)	583 million
3. Annual Rate growth of population (Average):	2.9%	2.8%
4. Projected Population in 2000 A.D. 18,099 k	273 million (31.3%)	872 million
5. Urban Population (average)	28%	30%
6. Average Per capita GNP (1983)	590 US Dollars	740 US Dollars
7. Average Literacy:	38%	35%

56. The distribution of population/area among the 3 linguistic groups is given in Table 4.2:

Table 4.2

Linguistic Group	No. of countries	Percentage	
		Area	Population
English	5	22.1	69.5
French	9	77.9	30
Portuguese	2	0.006	.006

57. The organisational pattern for administration of postal services in the region is as follows:

Pattern	Number of countries
(a) As a wing of a combined Post and Telecommunications department under the Ministry dealing with communication.....	3 (French speaking : 1 and Portugese speaking: 2)
(b) As a wing of a Post and Telecommunication Corporation under the Ministry.....	7 (French speaking : 6 and English speaking 1)
(c) As a separate department of Posts under the Ministry.....	6 (English speaking : 4 and French speaking :2

58. The below table 4.3 indicates type of services provided by the postal systems in the West African Sub-region.

Table 4.3

Linguistic Group (Total No. in brackets)	No. of countries providing services			
	Postal	Money order / Postal order	Savings Bank	GIRO
English (5)	5	4	2*	Nil
French (9)	9	9	8**	8*
Portuguese (2)	22	22	11	Nil

* In 2 countries (Nigeria and Ghana) savings bank facilities have been taken over by National Banks.

** In Guinea, Savings Bank and GIRO services are provided through a National Bank.

59. Table 4.4 below is a recapitulation of data on postal coverage, manpower, annual postal consumption as related to literacy rates and GNP per capita for ready reference.

(a) It will be seen that in the West African Region one postal employee serves an average population of about 7000, taking the mid-1986 estimates of population and adjusting manpower figures at a growth rate of 1.7 per cent p.a. against the estimate of one employee for 6000 population in a study conducted by UPU for the year 1981. With population growing at 2.9 per cent per annum on average, the figure is likely to become worse in the years to come unless something drastic is done to accelerate the pace of development of postal services in relation to other sectors of the economy. This is even more graphically illustrated by the figures relating to growth of the number of offices and total manpower between 1981 and 1986 in the 5 English speaking countries, which account for 22.1 per cent of area and 69.5 per cent of population in the region.

Table 4.4

Postal coverage, manpower, traffic etc. in the West African Region

1	2	3 Coverage of service per Post Office		4	5	6	7	8	9	10
Country (Linguistic group in brackets)	Number of Post Offices	(a) Area in S.Km	(b) Population	Total Manpower Employed in P.O.	Employee in P.O. per 1000 Population	Total Annual Traffic Letter -mail in Millions	Annual Per capita Postal traffic (estimated)	Rate of literacy (1985)	Route density km per km²	GNP Per Capita (in USD- 1984)
1. Benin (F)	185	600	19 450	382	0.217	N.A	N.A	25.9	0.08	270
2. Burkina Faso (F)	73	3 756	89 085	652	0.094	N.A	N.A	13.2	0.06	160
3. Capce Vert (P)	58	69	5 425	182	0.56	2 555	8.1	47.4	0.32	256
4. Gambia (E)	20	500	35 000	102	0.158	2.42	3.45	25.1	0.21	272
5. Ghana (E)	996	244	12 000	2 356	0.173	116.19	9.8	53.2	0.16	350
6. Guinea (F)	66	3 727	85 450	555	0.091	23.20	4.1	28.3	0.12	330
7. Guinea Bissau (P)	25	1 445	31 000	N.A	N.A	N.A	N.A	31.4	0.14	174
8. Ivory Coast (F)	845	381	11 538	3 185	0.32	52.09	6.0	42.7	0.14	610

Table 4.4

Postal coverage, manpower, traffic etc. in the West African Region Cont :

1	2	3 Coverage of Service per Post Office		4	5	6	7	8	9	10
Country (Linguistic group in brackets)	Number of Post Offices	(a) Area	(b) Population	Total Manpower Employed in P.O.	Employee in P.O. per 1000 population	Total Annual Traffic letter-mail in millions	Annual per capita Postal Traffic (estimated)	Rate of literacy (1985)	Route density km per km²	GNP Per capita (in USD-1984)
9. Liberia (E)	48	2 362	43 000	398	0.18	12.92	6.25	35	0.08	470
10. Mali (F)	141	8 800	57 300	686	0.084	4.79	0.59	16.8	N.A	140
11. Mauritania (F)	60	17 130	31 700	330	0.17	3.57	1.07	17	0.01	450
12. Niger (F)	159	7 968	37 735	704	0.115	5.70	1	13.9	0.03	190
13. Nigeria (E)	3 419	283	27 800	12 119	0.13	1 190.40	12.4	42.4	0.13	730
14. Senegal (F)	543	370	12 200	1 254	0.194	25.4	3.8	28.1	0.08	380
15. Sierra Leone (F)	94	780	37 000	499	0.138	19.04	5.15	29.3	0.10	310

Notes: i) col 4 : Figures in respect of sls 4,5,9,13 and 15 relate to end 1986. For the rest, they relate to 1982, 1983,1984 and 1985 as available in annual statistics published by UPU and reports of experts/consultants.

ii) col 6 : in r/o serials 4,5,9,13,15 - Figures are for 1985. For the rest, they relate to 1982, 83,84 on available in annual statistics of UPU.

iii) cols. 8,9,10 : ECA report/E/ECA/CMU/4/of 23-12-1986 - iv) N.A. (Not Available).

Table 4.5

Change between 1981-1986 number of Post Offices/Manpower in English speaking countries of West Africa

Country	Total Number of Post Offices			Postal Manpower		
	End 1981	End 1986	Change %	End 1981	End 1986	Change %
Gambia	21	20	-5	103	102	-1
Ghana	977	996	+2	4,180	2,356	-42
Liberia	46	48	+4	505	398	-20
Nigeria	2,846	3,419	+20	11,910	12,119	+1.7
Sierra Leona	94	94	0	499	499	0

Except Nigeria, there has been stagnation in the other four countries. Even in Nigeria, the increase in the number of offices has no correlation with increase of manpower. While economic crisis during the last 5 years has been responsible for this, especially the drastic reduction of manpower in 2 countries, it is also clear that it has further aggravated the position regarding the low priority postal services have been getting in the allocation of resources. In such a situation, it is not surprising that manpower planning has no place in the organisation except perhaps in Nigeria. Added to this is the absence of costing system required in order to estimate manpower requirements related to normal increases in postal traffic. The one ray of hope, however, is that in three of these five countries, the Post Office has been separated from Telecommunications with the prime objective of allowing it to develop at a faster pace and in the others, a process of reorganisation of the administrative structure for reorientation of the mechanism for postal development has been set in motion.

(b) In respect of French-speaking countries, data available shows that manpower needs at different levels are assessed annually and recruitment made. As an illustration, Table 4.6 below gives the position in respect of four out of nine countries:

Table 4.6

Manpower increase in postal system in a few French speaking countries in West Africa

Country	Manpower in 1981	Manpower in 1983	Manpower in 1984
Mali	580	-	610
Mauritania	265	-	330
Niger	593	664	-
Togo	390	-	424

(c) In respect of the two Portuguese-speaking countries, available data does not permit any definite observation to be made but the postal system in these countries is too small in size to permit any independent action for recruitment of the small numbers required.

60. Recruitment: The pattern of recruitment followed by postal services in the region also fall into three distinct patterns based on the linguistic grouping.

(a) English-speaking: Direct recruitment is confined to operative levels (clerical and below) only in two of the five countries with secondary school at the basic qualification for clerical level and elementary school for levels like messengers, postmen etc. Recruitment to clerical and higher posts as well as promotions have to be done with the concurrence of the Civil Service Commission. In the other three countries, university graduates are recruited to the level of Assistant controller of posts directly. In addition promotions are also done through the Civil Service Commission. In Nigeria, this is an ongoing practice while in Ghana, the experience has not been a happy one on account of the service not being able to hold such recruits who find prospects in other fields more attractive. In Sierra Leone, the experience has been favourable and plans are on hand to recruit more in future. However, no quotas or percentages between the two systems of recruitment - direct and through promotion - have been prescribed for either level. Promotions are considered generally on the basis of work experience, seniority in service and annual assessments;

(b) In the French-speaking countries direct recruitment is made at the levels of postmen; operatives, controllers and inspectors who constitute the junior and middle levels of management. Some countries also recruit directly at the level of administrators, the senior management level. The basic educational qualification is elementary

school for postmen; different levels of secondary school for operatives/controllers; university degree for inspectors and master's degree for administrators whic are also directly recruited. In some countries, the ratio between direct recruits and promotees has been fixed. Since training before appointment is compulsory as a matter of national policy, most of these countries have a regular programme of recruitment to different cadres. Recruitment is fairly regular though the actual numbers may vary according to budget and other constraints. Data available in respect of some of the countries show that annual increases in manpower are more the rule than the exception in this group of countries;

(c) Both Portuguese speaking countries in the region are small with comparatively small postal organisations. Available data indicate that direct recruitment to levels higher than the operative does not take place and senior posts are manned by officials who have risen in the hierarchy through promotions. The size of the postal cadre in these countries is also too small to permit induction at several levels.

61 Training Policy

(a) While one can see a broad similarity in the policy adopted by the French speaking countries, such is not the case with the other two groups. Induction training before actual appointment to the cadre to which one is recruited whether by promotion or direct recruitment is compulsory. Basic training is given great importance with due emphasis on general knowledge; administrative practices and procedures; professional training (theory and practical). The level of coverage varies according to the cadre for which the course is meant. Even the postmen are put through a course for a minimum period of three months. Diplomas are generally awarded at the end of these courses and failure to attain a minimum level of proficiency (generally 60-65%) is penalised. Refresher training at junior levels and professional training at higher levels are aimed at upgrading manpower skills and generally the duration of such courses is for one month. The general approach is to organise training up to the level of controler within the country and train inspectors and above abroad.

(b) While the need for induction/refresher training at different levels is appreciated, it cannot be said that a well-defined training policy exists in the group of English-speaking countries except Nigeria which has the long-term objective of meeting all training needs within the country and a project to achieve it up to middle management level is nearing completion. Three out of five do not have a regular training school as of now. While training is organised in the most practical manner as conditioned by the available resources/facilities, recruits do not always receive training before initial appointment or promotion and refresher courses cannot always be conducted as envisaged. Substantial change/improvement in this situation can be foreseen in the immediate future in respect of two of these

countries (Nigeria/Sierra Leone). This will depend on the outcome of organisational changes under consideration in the other three countries. Again, except for Nigeria, the other four countries have to depend on facilities outside the country for training all managerial cadres. The system of awarding diplomas at the end of training courses does not exist in these countries nor is there any commonness in the duration/content of courses conducted;

(c) The two other countries which are Portugese-speaking have very small cadres and depend heavily on sources outside the country for meeting training needs.

62. Training infrastructure:

English-speaking countries:

(a) Out of the five countries, only two (i.e. Nigeria and Ghana) have regular full-time training schools. At present, they are part of the P & T training schools. Nigeria has five schools for training operatives and supervisors and one for higher levels. Ghana also provides training for operatives and supervisors. The facilities available in these schools are not up to the mark. However, a modern school with up to date facilities is under construction at Benin in Nigeria. With the commissioning of this school, Nigeria will be self sufficient in respect of infrastructure for meeting the training needs of the service upto middle management levels by the end of 1987. Plans are also on the anvil for setting up another modern school at Kaduna and a postal management college at the proposed new capital city Abuja. When these projects materialise, Nigeria will have adequate facilities for training all levels and also be in a position to make a contribution in regional terms as well. In Ghana, the facilities and accommodation available are unsatisfactory. A proposal for construction of a properly equipped training centre at Accra has been under consideration for nearly a decade and this has stil not materialised. The country will not have adequate facilities to train even the operative/supervisory staff.

(b) Gambia is a very small country with a total manpower of 100 in the postal service and has no training school nor is one economically viable. A consultant provided by the UPU has recently gone into the question and has suggested organisation of part-time courses for operative andsupervisory levels. This proposal has been accepted by the administration and is likely to be implemented soon.

(c) Liberia and Sierra Leone were utilising the facilities provided through the Mano River Union Postal School located at Freetown, Sierra Leone till 1983 for training operatives and supervisors. With the closure of this school, neither country has an established school of its own. While they are organising training activity on a limited scale with available resources, it does not meet the needs of the service. The Mano River Union will hand over the school

to the Sierra Leone Postal Service soon. Once this is done, that country will have adequate facilities to meet the needs for training operative and junior management levels. After a few years they may also be in a position to offer facilities to neighbouring countries as well. This school is well-equipped and will meet the needs of Sierra Leone for the foreseeable future for junior levels. In Liberia, the only immediate improvement that can be expected is the provision of better facilities for the training classes now conducted in the room of the Director of Training since establishment of a school can only be conceived as a long term project.

(d) Except for Nigeria, the other four countries are dependent on institutions outside the country for training managers from the middle level upwards, both for professional courses and others; Nigeria has facilities for training middle level managers in both induction and refresher courses. All the countries depend on the Central Training School, Nairobi and countries outside Africa for training instructors, either through UPU fellowships or bilateral aid. This dependence on aid and absence of multicountry training facilities in English within the region impose constraints on regular planned training of managers.

French speaking countries

63. All nine countries have permanent training schools, mostly as part of National Posts & Telecommunication Training Schools. Besides, the Multinational Training School at Abidjan, Coat d'Ivoire has facilities for training all levels of management, controllers, inspectors and administrators. While all the countries have full facilities for training postmen, operatives and controllers within the country, inspectors and administrators are trained at the Multinational School at Abidjan. Most countries have arrangements for training administrators and inspectors in France. Switzerland or Belgium through bilateral arrangements. They also utilise facilities in France for professional training of senior managerial personnel. Most of these countries make full use of the facilities at the Multinational School in Abidjan both for induction training at the level of inspector and administrator and for refresher courses on specialized aspects of postal management. this school also provide facilities for training instructors and serves a very useful purpose in terms of strengthening cooperation amongst this group in the region. It has excellent facilities and indirectly renders Coat d'Ivoire the facilities for training personnel at all levels, making it perhaps the only country in Africa which can be considered self-sufficient. The national training schools in Benin, Senegal, Coat d'Ivoire and Burkina Faso are very well-organised, the recently established one in Mauritania has still to be fully organised and the schools in the other four countries require improvement in different areas. In general, it is seen that the establishment of adequate infrastrcuture for training has received greater attention in this group of countries than others in the region.

Portuguese speaking countries

64. Both the countries of this group are small and have no established national schools, which may not be economically viable either. They depend on training establishments in Portugal, Brazil or Francophone countries in Africa to meet their needs.

65. Duration of Training:

(a) Data relating to this for seven out of nine countries in the French speaking group in table 4.7 below will show that there is a broad similarity of approach among them.

Table 4.7

Duration of Induction Courses: 7 Francophone Countries In West Africa Region

National Postal Schools)

Country	Duration of courses for Postmen	Operatives	Controllers	Annual capacity P'men	Operative	Controller
Benin	3 months	9 months	10 months	30	36	15
Guinea	-	1 year	3 years	-	12	10
Niger	-	1 year	2/3 years*	-	30	25*
Mali +	1 year	2 years	2 years	NA	NA	NA
Mauritania +	3 months	1 year	2 years	NA	NA	NA
Senegal	3 months	2 years	2 years	50"		30
Togo	6 months	9 months	10/12 months &	40"		10

"Postmen/operative combined

Note : i) * In Niger, training for Assistant Controller is 2 years and Controller 3 years - Capacity is 15 Asst. Controller + 10 Controller = 25.

ii) + In Mali/Mauritania, training capacity available is reported to be adequate for their needs.

iii) & - 10 months for promotee &, 12 months for Direct recruit.

(b) In May 1984, a study was undertaken by the Universal Postal Union on evolving a common pattern for induction training at different levels and course design. This study recommends the following pattern to be adopted by all these countries.

Duration:	Postmen	3 months
	Operatives	1 year
	Controllers	1 year (Promotee)
		2 years (Direct recruit)
	Inspectors	2 years.

The course are designed to cover general subjects like economies, organisation of Government and the post, geography, arithmetic, statistics etc; postal subjects and practical work in the ratio of 20:60:20. Professional training and exposure to management science for higher cadres is designed according to needs of these levels and takes into account broadly all the managerial skills required for efficient operation of the service. This study can perhaps serve as model for identification of Training needs and course design for other linguistic groups as well, by adapting it to cover the variations in the services provided and administrative practices.

(c) English-speaking countries: The position in respect of the three countries out of five where the training activity is at present ongoing is given in table 4.8 below.

Table 4.8

Country	Duration of Induction courses for			Annual capacity		
	Postmen Sorters etc.	Operatives	Junior/middle management	Postmen	Operatives	Mgt
Nigeria	3 weeks	10 weeks	12 weeks	120	750	30
Ghana	2 weeks	16 weeks	Not Available	-	300	NA
Liberia	-	3 weeks (part time)	-	-	10	-

It will be seen that the duration is much lower than in French speaking countries and varies widely from country to country, nor is there any commonness in course design.

66. Instructors:

(a) Again the French-speaking countries are in a better position regarding availability of trained instructors, thanks to the facilities in the Multinational School at Abidjan which provides courses for instructors. For the English-speaking countries, the facility

available within Africa is at the Central Training School in Nairobi, Kenya and they have to depend on external aid for taking advantage of it. However, thanks to UPU fellowships, a number of officials have been trained as instructors in recent years (e.g. Liberia - 2, Ghana - 3, Sierra Leone 3: Nigeria 6). In view of dependence on external sources, these countries cannot approach this problem in a planned manner. While the number of trained instructors available in Ghana, Sierra Leone and Liberia is sufficient to meet their needs for the next few years, Nigeria has to train, more especially in the context of the expansion of the training function that will result from the commissioning of the new Benin Postal Training School, to provide for 1 instructor per 25 trainees (operative and below) and 1 per 15 at higher levels, with a 20 per cent reserve to meet other contingencies. Facilities are available for training of trainers in the Institute of Management and Public Administration both in Nigeria and Ghana, which is used to expedite training of instructors. Nigeria has also the practice of training instructors. Nigeria has also the practice of training instructors for lower cadres through senior instructors with experience, when they have to be employed as such.

(b) No special incentives are provided to instructors which sometimes creates problems in attracting suitable persons to work as instructors and also their motivation levels.

67. Training aids & equipment: According to data available, there are inadequacies in this respect to varying degrees in 11 out of 16 countries which can be classified as:

- non availability due to resource constraint;
- underutilisation of equipment due to want of logistic support:
- inadequate maintenance of available equipment;
- lack of infrastructure for proper use of audio visual equipment.

68. Here again, while all the English-speaking countries suffer from inadequacies in this area, the position appers to be better in the French-speaking countries. An area requiring special attention is the improvements required in library/documentation facilities in the majority of countries which have or will shortly have a national school for postal training.

69. The general state of affairs in the region on manpower planning and training in the postal system can be broadly summed up as follows:

(a) In the French-speaking group, a system for forecasting manpower needs with a fair degree of reliability, planning, recruitment and training in an integrated manner and career planning exists, mainly on account of the basic policy approach towards compulsory training before induction to different levels. All these countries have national postal schools and attach great importance to foundation and professional training. The existence of a Multinational Postal

School in the region and contribution of the African Posts and Telecommunications Union in providing modalities for intercountry cooperation between the postal services have been mainly responsible for this.

(b) These countries have facilities for meeting training needs within Africa - up to junior management levels within the country and higher levels at the Multinational School at Abidjan. Most of them have institutional arrangements for training higher cadres when necessary in France and in other European countries. Besides, there is a high degree of uniformity in the operational and training systems which is favourable to a high degree of mutual cooperation;

(c) In the English speaking countries, with the possible exception of Nigeria, a well-designed system for proper management of this vital function does not exist. Only Nigeria has the capacity to train personnel above the supervisory cadres within the country. There is no commonness in the policy regarding training and facilities for ensuring adequate training every level. In three of the five countries training infrastructure has to be developed while it has to be upgraded substantially in the others. While Nigeria and Sierra Leone will soon have the infrastructure to develop the training function in the required direction, the prospects for the other three countries appear dim without higher priority in resource allocation;

(d) In the two Portuguese-speaking countries, there are special constraints inherent in a small system that will limit the scope of remedial action, both in organisational and operational terms. There is little prospect of their becoming self sufficient for training managerial personnel even in the next 15-20 years necessitating strategies that would make resources available to them for meeting the need outside the country with a certain amount of regularity; as in the case of Gambia amongst the English speaking group.

CHAPTER 5

MANPOWER PLANNING AND TRAINING IN THE AFRICAN POST FUTURE TRENDS AND NEEDS

5.1 Manpower needs:

70. A standard of one employee in the postal system of a country for every 1,000 inhabitants has been evolved by the Universal Postal Union as a target which developing countries in the world should strive to achieve, without losing sight of the concern to keep costs within limits imposed by healthy, balanced management, in tune with the socio-economic ethos of the country. Africa compares very unfavourably in relation to other developing countries in respect of this target, which is after all a function of postal coverage, quality of physical infrastructure, equipment and services rendered. On account of the postal sector developing at a much slower pace than required, the average coverage per post office in Africa is around 40,000 inhabitants and 1,760 square kilometres area against the target of 6,000 and 40 square kilometres evolved by the UPU, the desirable objective towards which one should strive. Even to maintain the status quo in respect of coverage of population and employee/inhabitant ratio, postal growth both in number of offices and manpower employed must keep pace with the rate of growth in population, which has not been the case so far and will be very difficult to attain in view of the enormous costs involved.

71. Population in Africa is expected to be around 872 million in 2000 and one billion by 2010 against the mid-1986 estimates of 583 million. To reach the target of even 0.5 employee per 1000 habitants in 2000 Ad i.e. 436,000 would mean a sevenfold increase over current figures which is prima facie impossible, given the past rate of growth and priority accorded to the post. Even to attain a ratio of around 0.20 would mean a threefold increase in the existing manpower strength or an increase at the rate of over 5 per cent per annum.

72. It has been estimated that the working age population of Africa which was around 235 million in 1985 is likely to reach a figure of 600 million by 2015. The school enrolment levels have been increasing dramatically inthe past 25 years, as will be seen from Table 5.1 below.

Table 5.1

Percentage of children enrolled in schools

Level	Percent enrolment Boys		Percent enrolment Girls	
	1960	1985	1960	1985
I level	43.5	84.3	31.5	75.5
Primary Schools	55.4	92.8	N/A	N/A

(Source: UNESCO Statistical Yearbook - 1986).

73. This could mean the creation of 300 350 million jobs in the next 30 years. Added to this is the anticipated growth of urban population from 110 million in 1985 to 500 million by 2150. While it is not considered possible to arrest this except marginally, it clearly points to the need for creating jobs in rural areas to contain large scale migration of rural youth to urban areas, which has created serious problems even in the last decade in a few African countries. Given the low level of postal coverage of rural areas and the need for increasing the tempo of development of the rural post to provide a basic infrastructural need for rural development, the postal system offers a means for creating rural employment with attendant social benefits. In the urban areas and industrial complexes that are expected to develop in the next two decades, there will be increasing demand for postal services. Despite the compulsions to finding more economic and productive means of providing basic services on account of increasing costs, postal service has to employ extra manpower to meet these needs. Unless these factors are analysed in respect of each country and long range objectives set, the possibility of the service declining in quality and coverage with serious implications to a developing society cannot be ruled out.

74. The increasing of manpower in urban areas and other existing establishments has a direct relationship with traffic and revenue. Extending postal services to the rural areas, implies a minimum investment in manpower and facilities which would not be cost-effective even at higher tariffs. Since the provision of the basic facility is a must the investment analysis would have to be based on both commercial and social profitability. An investment decision based solely on commercial considerations might fail to undertake a socially desirable investment for the public sector.

75. An estimation of manpower requirements of the postal system in Africa requires data on costing of each service, projections of future traffic patterns, norms relating work to manpower needs and an identified long-term objective for extension of the facility in terms of each country's special needs. Unfortunately costing and statistical data required are the weakest areas in postal management in most of the countries. Even in the few countries which have established sound systems in these two areas, uncertainties over even short-term objectives make an estimation of needs difficult and often futile.

76. There is no problem of availability of qualified manpower for recruitment at any level of the post office since no special technical qualification is required at the time of induction nor is this problem likely to be faced in future. The need for technically qualified people may arise in some countries which will be in a position to go in for advanced technology, mechanisation, automation etc. but this is not likely to create any problem since professional training can meet the contingency as and when it arises. The only problem that can be visualised is the possibility of the postal system not being able to hold on to qualified persons recruited at higher levels, if its development and opportunities for challenging work do not keep pace with other service sectors like banking for instance. This is another challenge for management in the area of human resource development within the service.

77. Based on the discussion in the preceeding paragraphs, it can be concluded that:

- Development and extension of postal services/coverage has to be accepted as a means of manpower utilisation in each country, given the trends in education, growth in the number that will enter the employment market etc.;

- Manpower planning and support systems that are essential for it have to be developed on a priority basis in the postal system;

- Retention of trained manpower within the system and more productive utilisation of manpower are areas which will grow in importance rapidly;

- In purely societal terms, rapid increase of postal manpower will be called for and at the barest minimum, one can estimate the need for growth in manpower as doubling of the existing strength by the year 2000 AD to support the socio-economic development envisaged, in total system terms.

5.2 Manpower planning

78 The manpower planning function is of special relevance to a postal system on account of organisational compulsions imposed on it by the very nature of its services. While it is a subsystem of the personnel function, it comprises the following:

- Job evaluation/description
- Recruitment standards
- Forecasting manpower needs
- Recruitment
- Training and placement
- Continuing education of employees
- Promotion at regular intervals
- Assessment of manpower skill needs
- Career planning
- Manpower development
- Work redesign in human terms.

While all these components have a close relationship with the national ethos in administration of public services and the Government, an intimate knowledge of postal operations and customer needs is essential for those who perform the function. The organisational size is a very important issue in providing for all the components in its structure. In Africa, with very few countries having a sizeable managerial strength to permit specialisation in one or a few areas identified above, the majority of postal systems would require the imparting of multifunctional skills to the few managers who are responsible for administration at higher levels. An important factor is the need for horizontal linkages between operations and manpower planning and desirability of a common structure that integrates both in a pragmatic manner to facilitate

decision-making in terms of total system objectives. Another critical factor in establishing an effective manpower planning cell is the fact that in most countries recruitment, except at very low levels, is centralised with civil service commissions or their equivalents. Some countries have provision in their organisational structure to meet most of the needs as far as is practical, while there are a large number of countries where the needs are not explicitly recognized and provided for. Again, in many countries, provision of common support functions for both posts and telecommunications creates imbalances, generally against the interests of the Postal Service. The limited data available indicates that generally the situation is better in the French-speaking countries, probably because of the basic philosophy of induction training for employment and professional training for promotion being viewed as a fundamental or even statutory requirement. However the compulsions of development in the coming decades do point out to the urgent necessity of a review of organisational structure to either upgrade it to meet the basic needs of the function or to make a start in establishing one suited to the needs of each country.

79. Here again, a sound statistical base and use of costing techniques are primary needs, which unfortunately happen to be the major areas of weakness. Other areas automatically identify themselves as work study; productivity studies; network techniques; forecasting techniques and financial analysis including analysis of social costs/benefits for priority in developing work systems and human resources especially at higher levels of management.

5.3 Human resource management

80. In visualising the environment that has to be confronted in 2000 AD and the challenges ahead, it is necessary to speculate on the future directions in human resource management especially in the developing world. In doing this, it is useful to define some of the major changes in this field during the past 25 years since the early 60's provide a point of departure for almost all African countries and it can be reasonably assumed that some of these trends are likely to continue into the future as well. With this as point of reference, one can look at the changes in the future environment with special emphasis on technology, challenging areas in the personnel function and the development needs of personnel managers for preparing themselves to meet them. Briefly stated, the major developments that have had an impact on the personnel function in the period 1960-1966 are:

- Increase in the time and effort required of personnel managers;
- Expansion of their role from staffing and employment activities to cover the full spectrum of human resource planning, development and management;
- Growth of the function as a specialisation in its own right and rapid development of institutions that provide professional education and training in areas composing the function;
- Progressive increase in the involvement of personnel managers with line functions in an advisory capacity.

While the changes have been more noticeable in industrial/commercial organisations in the non-governmental sector, they have been taking place within the governments as well in view of their increasing involvement with all sectors, necessitated by their role in planned economic development.

81. A very important and basic change that can be visualised for the future is the change in approach towards the manpower employed in organisations from being viewed as expenditure to assets. It is paradoxical that while great care is exercised in providing adequate resources for installaltion, maintenance and replacement of machines it has not been the case with the most valuable resource - manpower. Efforts in developed countries to estimate the human resource as an asset valued at the cost of replacement have influenced thinking in developing countries. The best evidence of this trend is the increasing appreciation of the Training function as the means to develop and maintain this resource. One can clearly perceive a growth in this approach, which will receive increasing impetus in developmental policies for the future. Another aspect that can be clearly identified is the increasing concern for social responsibilities towards employees and clients which is imposing new challanges on the personnel function in the area of optimising human resource utilisation.

82. Rapid escalation of the cost of providing services and expansion of the volume of services to meet demands of society will compel a search for newer, more productive and cost-effective technologies, both in terms of automation, mechanisation and redesign of existing work systems. The changes in the environment of other or similar services like banking will compel postal services to introduce higher technology albeit to a limited extent, to be able to attract and retain qualified persons in its workforce. A case in point is the introduction of computerised systems in the postal Giro service of Niger in 1986, a country which occupies the 8th position from the bottom among African countries in terms of per capita GNP. Environmental compulsions must have provided the basic impetus towards this major change which in turn is bound to expedite upgradation of technology in other areas of the service in course of time. While the rate of change in terms of high technology cannot be high for the African post as a whole, it is likely to take place in some measure. Such changes pose problems both in the area of upgradation of skills to operate the new technology and retaining of current manpower employing skills which are rendered obsolete apart from the fundamental issue of tackling resistance to change arising out of the fear of displacement and redundancy of jobs, which is often exaggerated. Lastly, the increasing complexities of allocation of insufficient resources between competing demands in the process of development result in increasing involvement of Governments in all fields of socio-economic activity, which would increase the involvement of personnel managers in regulatory aspects of administration.

83. Some of the challenges that will be posed by these trends on the personnel function are:

(a) The emergence of a work force educated in a different, fast changing environment with different expectations from work. While attracting them to work in the postal service may not pose serious problems, retaining the best will call for provision of a more meaningful work experience;

(b) Managers performing the personnel function would be required to develop an increasing degree of professionalisation;

(c) Training and development of the human resource to keep pace with change, both within and without the service, will become a major focus of the function.

(d) Communication effectiveness, motivational techniques and leadership styles will have to be adapted towards a more participative style, calling for changes in the basic approaches to grievance handling, relations with trade unions etc;

(e) The responsibility to be shouldered by operational managers for their personnel in the postal system which is comparatively high on account of the very structure of its network will correspondingly increase, an important issue for training policy;

(f) The need for anticipating problems in managing human resources instead of reacting to exigencies as and when they come up will progressively increase. Systems for monitoring, evaluation and implementation of change will require to be strengthened in this context;

(g) Career planning of employees would call for greater emphasis to meet growing expectations imposed by the changes in the work environment.

5.4 Human resource development and training

84. To identify the basic thrust of developing the human resource in a postal system, it is necessary to look at some of the special features that condition its managerial system, which are briefly stated:

(a) The maximum contact with the client is at the lowest levels of the organisation- the higher the functionary, the further he is from direct contact with the user;

(b) The extensive network and the large number of small units result in operational management from a distance with infrequent interaction between the manager and his operatives;

(c) Tariff fixation being out of control of the service and not based on a direct relationship with costs imposes special challenges to the management, especially its finances;

(d) Even junior staff require multifunctional skills in operations, public relations and teamwork not to mention managers, who are required to be familiar with every area of management specialisation;

(e) Being perhaps the only public service that concerns every citizen, responsiveness to public criticism has to be developed to a much greater extent than others;

(f) The need for uniformity of procedures and work systems throughout a country requires a certain degree of centralisation and rigidity in the command structure within the organization;

(g) Dependence on a number of organisations outside its control requires interpersonal skills of a high order from its employees at all levels.

85. These factors not only call for a well established training system but also point towards certain imperatives in organisational terms which should be fully recognized for evolving training and manpower development policies.

86. While training is the main tool for developing the human resource, two other factors which influence performance levels in any organisation are career planning and redesigning work structures. They have serious implications on the quality of output of manpower, which is a major concern of the personnel function. Therefore, before looking at training - trends and needs, it is appropriate to discuss them in some detail.

87. Career planning: Conceptually speaking, cadres through which one advances in one's career in any organisation are merely vehicles for organising human activity in a purposeful manner in meeting its goals. While satisfying functional needs, the cadre design must also offer opportunities for a satisfying career, in terms of variety, advancement, status and growth as a person. Lack of proper work norms, recruitment planning and narrow fragmented work areas and stagnation at one level constitute serious threats to purposeful human activity. Unfortunately, cadre structuring is often done with emphasis on the functional aspects, ignoring human factors which cover growth - in terms of one's goals, competence and intellectual/emotional development. Career advancement, when related to growth in terms of higher levels of competence and responsibility and not merely status, contributes to satisfaction with work, life itself and purposeful development of the individual. Only on the foundation of a sound career planning system can be built an effective and future oriented training system. Examples of this approach can be found in some of the African countries where strong linkages between career advancement and training has led to the growth and development in training quality. In the light of some of the future trends identified earlier in this chapter, it will be seen that greater attention to sound career planning, despite limitations arising from national policies for the short term, is an important issue for the African post in general.

88. Redesign of work system: During the past two decades the desire for greater involvement with design of work systems and tendency to question the existing ones have been growing amongst employees at operative and higher levels in the public services of many developing countries. Limited opportunities for participation in decisions affecting the work structure, narrow fragmented work areas and limited scope of better opportunities for growth can be seen as the major elements of this trend, whether overtly expressed or not. It

can be expected that this dissatisfaction will grow in the years to come. an organisation like the Post Office, where monotony from repetitive operations cannot be avoided, has to take special note of this trend and start thinking in terms of a culture that views work and the intrinsic satisfaction from it as central to human existence within the organisation. The biggest obstacle to change is the view, largely prevalent, that functional requirements are fixed and unalterable (often due to lack of a "sensory level" with its antenna tuned to such changes within the organisation). When it is accepted that work can be organised in many ways and the existing way is only one of them, not necessarily the most attractive, work structure can be viewed as a social artifact deriving its shape and strength from social values that constitute its base and are constantly in a state of flux. As the reason for human existence does not rest upon biological terms but must have due concern for the human factors. In the compulsion for evolution of more productive work systems occasioned by rising costs in the future, this factor must not be lost sight of. Training institutions will have to involve themselves increasingly inthis process for the simple reason that the environment of a training class is ideally suited to bring together different levels concerned with it and to elicit ideas/directions for change unfettered by hierarchical distinctions.

5.5 Training

89 As in the case of modern technology where the flow is from the developed to the developing world, so has been the state in respect of training - both its philosophy and its technology. Most innovations in both areas have generally originated in the developed countries and have flown down to the developing world with a time lag depending on the rate of development. It is therefore necessry to take into account recent trends in this field for conceptualising the future needs of the African Post. Briefly stated some of the important trends are:

- A conscious move away from viewing training as an investment without identifiable returns but as an investment in the future of an organisation;

- Viewing the human resource as the most valuable asset employed and training as the means of maintaining and developing it;

- Training to be treated as a major change agent to adapt to the changing nature of work and preparing people to manage change and for succession rather than programming them to meet functional needs;

- Acceptance of the need to develop management of learning as a basic skill to be acquired by every manager;

- A growing belief that for effective training, it should not be confined to training institutions alone but must be supplemented by measures which integrate it with day to day operations.

90. While some of these trends have percolated to developing countries others are bound to become relevant to them in the foreseeable future. While the immediate reaction to these concepts could justifiably be one of scepticism

in countries where training has still to be established on sound traditional lines, it is necessary to give them serious consideration for the simple reason that jumping a technology gap is easier in the formative stage on the one hand and on the other, failure to anticipate their relevance and adapt existing systems could lead to inability to cope with change itself.

91. A more positive way of viewing Training is as a learning process both for the trainer and trainee. Any learning system has two essential ingredients- viz., anticipation and participation, which have to be maximised if it is to be effective, socio-culturally relevant and capable of facing change. The objective has to be preparation, maintenance and upgradation of the human resource, leading to innovative learning. In other words, training is essentially a process of internalisation of knowledge/skills leading to innovation and creativity and a new understanding of the concept of work itself. That is the heart and soul of a human work structure. Its quality of humaneness is increasingly being recognised even in the most advanced countries which are subject to special problems arising out of the explosion of technology. NO country in today's world can ignore the need to restructure its training/learning systems on this foundation. This is a vital issue for those who control it and those who will step into their shoes, especially in an organisation like the post, which is likely to be largely man-oriented for years to come, especially in the developing world.

92. The trends discussed in the two preceding paragraphs establish the need for greater involvement of the top management with training, which is often viewed as an activity reserved for training schools. An offshoot of this is the strengthening of systems for monitoring, evaluating and upgrading training activities to ensure that learning is internalised and is reflected as better performance on the job.

93. In the absence of reliable data from many countries, it is rather difficult to make an assessment of the training capacity to be planned for the year 2000. The absence of norms for relating work to manpower, clear-cut objectives for expansion of the network and development of the service as a whole, coupled with uncertainties over the availability of resources for implementing plans makes it impossible to forecast the number of new recruits to different levels. The most optimistic scenario that can be visualised on the assumption that postal services will get higher priority in national plans in the coming years, is that increase in manpower is likely to be between 2 to 10 per cent of existing strength each year varying with the size and other socio-economic factors of each country. While training capacity is largely a function of the number of new recruits, it is also affected by the need for in-service refresher training, which can be expected to gather momentum in the coming years. On a purely heuristic projection, all that can be said is that postal administrations will have to plan for capacities on the basis of at least double the present intake for new recruits and for refresher training 15-25 per cent of total manpower. Also on the matter of refresher training, especially in the area of management science and techniques, greater utilisation by the postal service of facilities being developed in individual countries through professional bodies and institutions can be clearly foreseen. This points to the need for developing closer interaction with such institutions to solve the problems created by over-dependence on aid to impart these skills outside the country.

94. On account of the linguistic grouping of countries, the small size of managerial manpower in many countries and broad identity of organisational, managerial and operative patterns within each linguistic group organization of training activities, especially at middle and higher levels of management has necessarily to be on a regional or subregional basis. Growth of such multi-country activities and strengthening of existing multi-country facilities accompanied by standardisation of operations, management pattern and training courses, especially for the English/Portuguese speaking countries, will be an important aspect. The establishment of bilingual training facilities (e.g.) English and French in West Africa - could become relevant in the long run.

95. To cope with the expansion of the training activity as visualised above, trained instructors will be required to increase the numbers of instructors required at 2 levels - one for training junior levels in National schools and the other for training middle and senior levels in national and multinational schools. At the regional level, institutional arrangements have been organised by the Universal Postal Union with United Kingdom and France for training instructors at the other higher level.

96. The availability of trained instructors at the lower level in the majority of African countries (though not in sufficient numbers) today is mainly due to the changed priority given to this sector and Technical Cooperation Programmes provided by the Universal Postal Union over the last 2 decades.

97. A rough estimate based on limited data available and the capacity estimation made in para 92 above, shows that at the minimum, a fourfold increase in the number of instructors, will be called for by 2000 A.D. The requirement of instructors at thehigher level for the African region was estimated at 100 on the basis of an enquiry made in 1979. On this basis, a practical estimate would be at least 200 in the year 2000. An encouraging development on this regard is that a number of African countries have or will have shortly capacities to train Trainers in national professional institutions, which would help the postal services to meet needs of instructors at the lower level without external assistance, which is now necessary. Development of facilities for training instructors at the higher level within Africa and improving the facilities for training those for the lower level will therefore be another high priority area.

98. Finance for developing new systems and adapting existing ones to meet the needs envisaged will continue to pose problems in increasing measure, especially for the postal systems. The assumption tnat postal services are social in nature to be provided at an economic cost without taking financial viability into account is the major hurdle. It is rather difficult to foresee a drastic change in this approach unless the desirability of its replacement by a differential approach to tariff fixation can be provoked through a detailed cost-benefit analysis of each service by postal managements, covering inter alia areas where revenue increases could be achieved without impact on poorer sections of society and where such increase could be well received if accompanied by a qualitative improvement. Many postal administrations in Africa are unable to do this on account of a weak costing and statistical information system. While this is a major area of weakness, one can also say that information management by itself in all its ramifications is equally weak. In the light

of the challenges ahead, improving information management and even establishing the basic structure in some countries would appear to be another imperative.

99. In any consideration of an information system, it is difficult to exclude the usage of computers. While large scale use of computerised systems in the African post even by 2000 is only wishful thinking, introduction to their utility and familiarity with the basics are not. In fact, computers are in use with the postal services of some African countries even now and it is interesting to note that in the common syllabus proposed for training of middle and high level managers of Francophone countries, this finds a place. Unless the managers at decision-making levels have an appreciation on the basics, the potential and how to utilise it in the organisations, coping with the situation when it arrives would be difficult. It is needless to dwell on the relevance of information systems and future usage of computers to the Manpower planning, Development and training function. Thus, developing sound information systems and updating skills required to maintain them is an area which requires to be given serious thought in planning for the year 2000 A.D.

CHAPTER 6
RECOMMENDATIONS

100. Based on the assessment of the African Post and its needs with special reference to the manpower planning and training function in the preceding chapters, conclusions and recommendations for formulation of action plans to meet future needs are discussed in this chapter for the African post as a whole and certain specific aspects related to the West African Region. Major issues requiring consideration, recapitulated briefly, are:

(a) Development of support systems for the manpower planning/training function in the personnel management division of the postal system against the minimum needs of:

- doubling of manpower by 2000 AD;
- a fourfold increase in the number of instructors for training junior levels;
- availability of around 200 instructors for higher level instruction;

(b) Developing personnel management skills among operational managers, taking into account the need for multidisciplinary/multi-functional managers;

(c) Importance of costing/statistical systems for general development and strengthening manpower planning;

(d) Expansion and development of training function taking into account:
- career planning
- restructuring of work systems
- productivity of training activity
- new training strategies;

(e) Need for developing the 'sensory' function - strengthening evaluation and information systems;

(f) Optimisation of regional and sub-regional activity;

(g) Desirability of developing infrastructure for bilingual instruction.

101. The basic policy of the Universal Postal Union for Africa, which has to be taken into account in arriving at the recommendations is briefly summarised below:

(a) Creation of at least one postal school per country;

(b) Improve the content of training, modernise training equipment and create infrastructuers making use of recent advancements in training technology by designing "made-to-measure" modular courses, in consonance with the needs of each country;

(c) Equipping each school with standardised teaching materials to improve quality of teaching and technical help to study construction of simple economically-designed school premises;

(d) Strengthening existing inter-country postal schools and extension/establishment of these schools to meet needs of training senior staff, to be followed by individual training in the field of advanced management in developed countries;

(e) Organisation of specialised courses with inter-country co-operation supplemented by UPU aid;

(f) Increasing facilities for training of instructors both for training junior/senior levels and refresher courses, colloquia and seminars for instructors;

(g) Continuing the activity in respect of training middle/senior levels in specialised area of postal management, planning, public relations and marketing; and

(h) Assisting countries in defining staff requirements and training needs.

102. Based on extensive studies undertaken, the Universal Postal Union has identified the needs of a postal manager in developing countries as follows:

(a) A clear understanding of the economic/social environment in which a postal system functions to appreciate the linkages with the external environment which condition demands made on it and its growth pattern;

(b) Planning concepts and methods, identificatyion of goals, preparation/content of the plan and its execution/monitoring;

(c) Budget, accounting and financial analysis;

(d) Marketing techniques, market research and marketing of services;

(e) Operational management with special emphasis on personnel management, productivity and monitoring quality of service/personnel employed;

(f) Management control - role and techniques; and

(g) Appreciation of computerised systems for data processing and their relevance to information management, planning, monitoring and office management.

6.1 Training

103. Policy: Training, whether in training schools through structured courses or otherwise is the most important tool for developing the human resource and training policy is thus a critical aspect of personnel policy of an organisation. The national approach to training per se sets the tone for it in various

departments of government. While the common approach to the philosophy of training in the Francophone group of countries has been responsible for a large amount of uniformity in the training policy in their postal systems, such is not the case for the others. While looking for complete uniformity in all aspects of Training policy for the postal service would be an exercise in futility, the best that can be done is identification of essential components of the policy taking into account existing realities as a reference point. A framework that could be treated as a desirable model by each country to be adopted/modified to suit its own administrative ethos is discussed below.

(a) Operative levels: Induction training to be compulsory and cover all areas of postal operation; job rotation in the first three to five years to expose an operative to every function except in rare cases where the size and scale of operations permit specialisation in one service (e.g.) GIRO. At least one refresher course during this period related to improving specific skills like writing, accounting, record keeping, office methods/organisation, public relations and where necessary specialisation in different postal functions;

(b) Supervisors: Compulsory training in subjects related to the supervisory role as a team leader, problem solver, trainer and a linking pin between management and operations around the time the operative is likely to be promoted to the level; short refresher courses on management, inter personnel relations monitoring/control and information management at the post office level before elevation to different grades of supervision or once in three years as the case may be. Imparting knowledge of elementary statistical techniques and their application in postal operations must be incorporated in these courses. Where system requirements warrant it, refresher courses on individual areas like sorting, philately etc, may be necessary;

(c) Managerial levels: Induction training must be compulsory both for direct recruits and promotees. While direct recruits should be given intensive training on operations with due emphasis on practical experience in addition to preparation for taking up the managerial role, this will not be required for promotees. A thorough grounding in administrative law/procedures, economic environment in which the service operates, its linkages with the general social environment, familiarity with modern management science in all areas - personnel, operations, development, finance and accounts and techniques that can be applied for planning, monitoring and control as well as their utility in postal management is necessary.

Refresher training should aim at specialisation in different areas of postal management on the one hand and acquiring modern management skills and techniques, one or more, depending on the size and managerial organisation of the service. At least once in five years, a manager must be exposed to refresher training to make himself up to date with developments in management science in general and specialisation in specific areas where feasible. Top managers must also be exposed to short refresher courses for appreciation of the advances in management/training techniques so that they can encourage innovative

activity within the service. an annual conference for all levels of management to discuss specific problems in an open forum could supplement the refresher training activity where the size of the managerial manpower permits this. Lastly, the policy should explicity recognize the need for managers to be trainers and developers of their subordinates as part of the administrative philosophy.

The primary criterion is to see recruitment, training, placement, further training and promotion as continuous and not separate compartments in the personnel management function. Once this is accepted, changes will follow within the system itself over a period of time.

104. Eight African countries have a total manpower in the postal services of less than 200, out of which only one exceeds 150. The managerial strength will vary from 3-10 and development of a policy covering even the essentials of what has been identified in the model will pose problems in these countries. The only practical alternative for these countries appears to be the organisation of special integrated management development programmes for the small numbers in European countries who have been cooperating with UPU in this regard or if possible in the existing multi-country schools at Abidjan or Nairobi.

105. National Schools: Six countries in Africa do not have properly established postal schools at present. Their distribution among linguistic groups, the manpower strength etc. is as follows.

Table 6.1
Countries without National Postal Schools

Country	Language group	Total manpower	Whether plans for a school exist
The Gambia	English	102	No
Liberia	- do -	398	No
Seychelles	- do -	58	No
Guinea Bissau	Portuguese	50	Yes
Sao Tome & Principe	- do -	77	No
Equatorial Guinea	Spanish	112	No

106. Except for Liberia, the number of officials required to be trained during the year will be very small, even if refresher training to cover a large percentage of employees is taken into account. Prima facie it appears that fully-fledged postal schools in these countries may not be a viable economic proposition. A practical alternative would be to establish facilities for organising training classes on a part-time basis according to needs unless the country can find resources to establish a regular school. In some countries this practice is already in vogue (e.g.) Sao-Tome and Principe.

107. In Liberia, it is possible to think in terms of a regular school but this is not likely to materialise by 1990 and will have to be thought of for inclusion in the country plan for 1990-1994 since the country may not be in a position to finance it from its own resources.

108. Multinational Schools

(a) Abidjan - Cote d'Ivoire: This is the only school which is equipped to train both middle and senior management levels as well as instructors and serves the needs of French-speaking countries. The capacity available is more or less fully used by the West African countries who contribute towards the expenses of the school;

(b) Brazzaville - Congo: This school caters to the needs of French-speaking countries in Central Africa for training middle level managers and is also well utilised by the participating countries. Projects for extension of its activities to cover fully the needs of the countries in the region including Portuguese/Spanish speaking ones have been undertaken in the years 1984, 1985 and 1986 and if the recommendations are implemented, the school will meet the full needs of training of 'inspectors' in the region as also junior/middle level managers from countries in the Portuguese/Spanish language group;

(c) Nairobi - Kenya: This school meets the needs of managerial training up to middle levels for the English-speaking countries, mainly in South/Southeast region apart from organising courses for instructors and professional courses in planning/statistics etc. which officers from English-speaking countries of West Africa also attend, with fellowsnip assistance. However, as seen from its programme for 1987, the number of participants from outside the host country for its courses on postal management, planning and statistics is seen to be very low - around 5 per cent. This indicates the need for establishing a framework as in the case of the schools serving the French-speaking countries that would ensure greater and more regular participation in courses conducted for middle level managers;

(d) Blantyre - Malawi: This school trains junior level staff from Lesotho, Malawi, Swaziland and Botswana in Southern Africa. It is seen that utilisation of its capacity by these countries is in proportion to their staff strength, when the entire activities of the school which is for both posts and telecommunications are taken into account. Apart from lacking financial support for some of its plans for improvement, it is seen to be serving satisfactorily the purpose for which it was set up.

109. Most of the Portuguese-speaking group of countries have to depend on facilities in Europe, South America or schools in French-speaking African countries for meeting training needs. The establishment of a multinational school for this group at Beira (Mozambique) is under way. The proposal is aimed at providing managerial training facilities for this group of countries and is likely to materialise in the next 5 years or so. Taking into account the special problems

of the smaller countries, it may be necessary to think in terms of providing the facility for training junior level managers/supervisors of these countries also in the proposed school, so that they do not have to look outside Africa for training needs at this level.

110. There is also a need for establishing multi-country training facilities in English in the West African region, which is discussed separately.

111. It is also necessary to think in terms of an infrastructure for training instructors for training managers of senior levels for which many African countries depend on countries outside the continent. One proposal under contemplation for the last five years and more is the establishment of an African Management Institute at Arusha, Tanzania under the auspices of the Pan-African Postal Union which counts 41 African countries as its members. This is a proposal that needs to be pursued very vigorously in view of the contribution such an institute can make not only in training of senior managers but also in the shape of research; studies on specific postal problems; dissemination of information and integration of different systems in vogue at present cutting across the linguistic barrier. The problem in implementation will be mainly financial. It is desirable that PAPU and participating countries may give this the highest priority, for execution at least during 1995-2000.

112. In mustering support for this project amongst African countries and funding sources, the Economic Commission for Africa may have to play a leading role. Technical and other support from the Universal Postal Union can be taken for granted as the project figures in its appreciation of future needs for Africa. The objective should be the establishment of a highly professional institute, which would be the 'sensory' apparatus for the African post as a whole to which individual member countries can look up for advice, guidance, consultancy and support in tackling the future.

113. Managerial training: The basic skills required to be inculcated in postal managers irrespective of the size of the country or system so that they can meet the challenges of the future are as follows:

Personnel management: Administration of personnel; manpower planning, communication, group dynamics; behavioural science and motivationl inter personal relations; grievance handling; industrial relations; quality of working life; discipline & management of training;

Operational management: Ergonomics; work organisation; management of transportation/distribution network; logistics, managing for results; monitoring, public relations and planning techniques of modern management. Specialised areas having a relevance to one or more of the three areas would be:

- Costing
- Social cost-benefit analysis
- Statistical techniques - sampling, forecasting & quality control
- Work study
- Operations research techniques like allocation, queueing theory
- Material management
- Network analysis
- Simulation
- Information management and computers.

114. Professional specialisation within the post office in areas like mail transmission, international operations, philately, financial services etc. also call for these techniques in varying measure. The extent of familiarity with the managerial skills would vary with the levels of managers. Junior managers must have an understanding of the operational utility of techniques employed for monitoring, statistical data/analysis, information systems, logistics etc. so that they can ensure the availability of data and observance of procedures with a clear understanding of their need in terms of the whole system. Lack of this knowledge of the inter-relationship between basic operational procedures and managerial decisions is often the root cause of inefficiency in any system. While providing them with a higher level of knowledge or specialisation in specific areas is a matter to be decided by individual systems, the basic requirement must be covered during the preparatory training for these levels and supplemented with reference to specific problem areas as they came up through refresher courses, workshops etc. Middle managers should have detailed knowledge of these techniques, specialisation in individual areas being attempted where the system features permit it. The need at this level is to develop innovative capacity and the desire to keep abreast of developments in each area. Senior managers will need to appreciate fully the usage/utility of the techniques and their development trends so that the 'sensory' function gets internalised in the organisation leading to a cybernetic approach to decision-making apart from a climate that encourages innovative activity in the long run. In this context it is necessary to review the content of basic training courses at the junior/middle levels and the pattern for refresher training for all levels of management.

115. Training content involves both duration and the curriculum adopted. The existence of a large degree of uniformity among the French-speaking group of countries has been referred to earlier. A study was carried out in May 1984 on the course content for the initial training at all levels in Francophone countries under a UPU-UNDP project (RAF/77/027) with the objective of evolving a common pattern, both in terms of duration and content. The proposals emanating from this study have taken into consideration the broad framework for managerial training identified by UPU, to which a reference has been made earlier. Briefly stated: they are:

(a) Controllers - (Junior management)

Duration - 2 years for external recruits adaptable to one year for promotees, where necessary.

Content:

(i) General Education (20 per cent) (constitutional and administrative law, financial practices, geography, mathematics)

(ii) Professional training (60 per cent) postal legislation, administration, organisation, management of postal/financial services; functions in the post office, control systems.

Principles of management; managing people; Communication - within and without the service; Administration of services and logistics; public relations; economic factors affecting the service, monitoring and statistical systems, role of the controller, accounting;

(iii) Practical training (20 per cent);

(b) Inspectors (middle management)

Duration - two years for external recruits and one year for promotees

Content

Part I

(i) General education: Administrative law, public finance, economics, social/labour legislation, public administration, written/verbal communications 20 per cent;

(ii) Professional training: Postal, financial services, telecommunication facilities provided in the post office, accounting in post offices. (60 per cent);

(iii) Practical training on operational aspects (20 per cent);

Part II

(i) General education: mathematics and applied statistics, information management, organisation and method, human relations, management of the organisation - principles/techniques (20 per cent);

(ii) Professional training: Utilisation of manpower and other resources, logistics and finance, organisation and control of services, inspection and monitoring; role of the inspector in the system: international postal operation and accounts, case studies/group discussions on individual problems in management of the service (60 per cent);

(iii) Practical training

116. The detailed syllabus suggested covers broadly the major areas/skills discussed in para. 113 above, at different levels of intensity for the 2 cadres - controller and inspector and largely fulfills the primary objective of inculcating in the managers so trained an appreciation of the need and utility of all these areas in discharging their functions. More important, it prepares them adequately for exposure to specialised courses in each area and to derive maximum benefit from such exposure. There is an urgent need for other countries, especially the English-speaking group to review the training content of preparatory courses for supervisors and assistant controller/controllers on similar lines.

117. In the English speaking countries, recruitment to management is generally made at the level of assistant controller, which can be equated to that of inspector in the French-speaking countries. The course duration at the Central Training School Nairobi is 41 weeks, with concentration on managerial and related issues. Since the majority of officers of this level in most countries are promotees, the period of training would appear to be adequate even for direct recruits if the training on familiarisation with knowledge of operations and their control were imparted to them within the country. Going by the degree of professionalism generally observed amongst inspectors in the French-speaking countries, the experience of other developing countries with more developed postal services and the needs of a manager directly inducted to the middle level, a minimum training period of two years would appear to be most desirable. For promotees, who are fully familiar with operations and control, a lesser period would suffice but here again, a period of eight months to one year will be the minimum desirable since in their case, reorientation of attitudes to occupy a higher role is an important training objective. Besides, preparatory training before actual promotion is required to be made obligatory at this level.

118. For imparting training in general management and modern management techniques, many countries have developed the infrastructure either through institutes of public administration or management. In such countries, the post office must think in terms of utilising the expertise available for upgrading their managers. While a beginning has been made in this direction, it is necessary for all such countries to give serious thought to this and devise ways and means of closer interaction and their involvement in postal training activity.

6.2 West Africa Region

119. This region is comprised of 16 countries that can be classified into three distinct linguistic groups - English (5), French (9) and Portuguese (2). There are certain special problems especially related to the English group. To identify them and the perspective against which possible solutions could be recommended, it is useful to briefly to recapitulate the existing situation in the postal systems of each group of countries as discussed in chapter 4.

(a) Portuguese-speaking: Both the countries are too small to have an independent manpower planning structure in their postal organisation and establishment of regular national postal schools may not be economically viable in the foreseeable future. Their needs for managerial training would be better met with the establishment of the new multinational school in Mozambique, assuming that an institutional framework to finance the activity will be established;

(b) French speaking: All the countries have established national postal schools with capacity to train manpower up to the level of controllers (junior management) and have access to the facilities in the multinational school, Abidjan for training higher levels. They also have provision for looking after the manpower planning and training function on account of the basic policy approach towards training in their organisational structures, and there is planned increase of

manpower though perhaps not to the desired extent in terms of developmental needs of the post office. The basic framework for carrying out the function exists and the question for them is to strengthen and upgrade it for meeting future needs;

(c) English-speaking: Both in respect of organisational framework for the function and training infrastructure, the position is generally unsatisfactory among these countries. Lack of resources and organisational constraints arising from the post not getting its due share in the combined department of posts and telecommunications were the major causes for this, as also lack of development of the service in 4 out of the 5 countries, where the post has been or is likely to be separated from the telecommunications in an effort to provide it with the means for development in terms of its genius. Only one country has the capacity to train middle level managers and in the absence of multi-country schools in English in the region, they depend on the school in Kenya to the extent external aid/fellowships are available. There is no uniformity in the training policy for different levels despite the similarity in organisational/service related issues among four out of five countries. A process of reorganisation of the management structure has recently been initiated in four countries, an indication of their governments' concern with balanced development of the post to meet societal needs in future.

120. Recommendations made on the basis of a special study of these countries are briefly summarised below:

(a) Manpower need projections

Country	Manpower Level	Additional manpower need forecast for 1987	1990	1995	2000
Nigeria	Managerial	60	90	135	205
	Operative	220	330	495	745
	Instructors	25	40	60	100
Ghana	Managerial		See notes below		
	Operative			See notes below	
	Instructors	10	20	25	30
Sierra Leone	Managerial	1	25	28	47
	Operative	Nil	72	120	200
	Instructors	-	3	5	8

Note: (i) For Nigeria, ratio of senior/junior level instructors will be 1:4.

(ii) In Ghana, Liberia and Gambia, there has been no increase of manpower during the last five years. Forecasts will be possible only when the revised approach to postal development, now under examination, is finalised.

(b) Personnel function

Proposals for restructuring the organisation and particularly the personnel function are under active consideration in Nigeria, Ghana, Sierra Leone and the Gambia. Provision to meet the requirements of manpower planning and development in terms of the recommendations in this chapter may be considered in deciding upon the changes necessary. In Liberia, there will be limitations on account of the existence of a common civil service with horizontal mobility of personnel between different departments of the Government and changes within these limitations can be considered;

(c) Training

Nigeria: In the light of the expected commissioning of a new, modern postal school at Benin before the end of 1987, plans have to be drawn up for:

- Equipment for the school in terms of the requirements identified in the UPU compendium on the subject;

- Review of course design and content;

- Capacity utilisation;

- Training additional instructors, making use of facilities available in the local Institute of Management fully, apart from deputing candidates to the Central Training School, Nairobi.

Imparting training in modern management techniques to senior instructors and managers with a view to utilising them in training programmes for managers in the new school. Facilities for this are available in the Nigerian Institute for Management and Public Administration.

If the proposal for the establishment of the Management College at Abuja materialises before the one for the African Postal Management Institute at Arusha, providing facilities for management training to other African countries in this college can also be explored.

(d) Ghana

(i) In view of the uncertainties in the implementation of the project for a Postal Training School at Accra, action is necessary to provide better accommodation and facilities to the existing school. The possibility of shifting it back to the Accra G.P.O. complex exists and may be considered as an interim measure;

(ii) Facilities are available at the Ghana Institute of Management and Public Administration, Accra for imparting training in all management techniques as also instructors. These may be fully utilised keeping in view the needs assessed in the reorganization proposals now under examination in consultation with the Institute;

(iii) Provision of logistic support to the existing schools at Accra and Kumasi;

(iv) Review of course content and updating course material used.

(e) Sierra Leone:

(i) Draw up plans for full utilisation of the Mano River Union School at Freetown which will be transferred to the postal services shortly;

(ii) Review and update course content/materials;

(iii) Draw up a plan for utilising facilities available with the Sierra Leone Institute of Public Administration, Freetown, for training managers in personnel and financial management, both to meet organisational needs and upgrade training quality in the school by using them as part-time faculty.

(f) Liberia:

(i) Provision of better accommodation for the training class now conducted in the room of the Director, Training so that audiovisual aids available can be put to full use,

(ii) Draw up plans for regular utilisation of the training facilities available locally in the Institute of Public Administration;

(iii) Prepare project for a regular training school and make efforts to get it included in the next country programme for consideration by UNDP.

(g) The Gambia

(i) Implement the recommendations of the UPU expert regarding commencement of training activity through part-time classes expeditiously;

(ii) Take up with UPU the case for training one instructor immediately to ensure the quality of training in the classes proposed to be started;

Specialised areas of postal management

The needs for fellowships for training managers abroad for the period 1987 to 1991 are tabulated below, except for Nigeria where they are being assessed for discussion with the Government and the UNDP.

Area of specialisation	No. of fellowships estimated for period up to 1991 Ghana	Liberia	Sierra Leone	Gambia
Postal management incl..				
Financial management	4	2	10	3
Postal planning	2	2	1	1
Postal statistics	2	1	1	1
Operation's management	2	1	2	1
Instructors	3	2	2	4
International mail/ accounting	2	2	1	2
Management of training	1	1	1	-
Philately	1	-	-	1

Notes: (i) In Sierra Leone and the Gambia, provision has been made in the current country projects, now under consideration by UNDP;

(ii) In Ghana, the long-term needs of the Transport and Communications Ministry are under study by an expert team (World Bank/UNDP). Postal requirements are being projected to this team for consideration and incorporation in the requirements for the Ministry as a whole;

(iii) In Liberia, since these needs do not figure in the current country plan, efforts are proposed to be made for securing aid bilaterally and through UPU.

121. All 16 countries in the region are members of the Economic Community of West African States, whose objectives are to promote inter-country co-operation amongst the member countries and provide support to programmes for achieving this in all spheres of activity. Promotion of regional facilities for training in the postal sector and possibilities of bilingual activities in this area (French and English) are engaging its attention. The Mano River Union is another organisation at sub-regional level, with membership of three countries Liberia, Sierra Leone and Guinea. It had established a Postal Training School in Sierra Leone for its member countries. Unfortunately, this school, which was imparting instruction both in English and French, has not been functioning for the last three years but is soon proposed to be handed over to the Sierra Leone Postal Services for operations as a national school.

122. The special issues related to this subregion are:

(a) Justification for another multicountry school providing instruction in English to be set up in this region for managerial training;

(b) The possibilities of establishing bilingual training facility in the region;

(c) Desirability of uniformity in the approach to training of postal manpower; and

(d) Needs in the area of establishing a structural framework for the manpower planning/development function.

123. Multi-country school

(a) Need: The points that require consideration are:

(i) English-speaking countries in this region, excepting one, do not have the capacity for training managers at middle/senior levels at present. The only facility available within Africa for training middle levels - induction, professional courses on planning, postal management, statistics etc. in English is the Central Training School at Nairobi, Kenya;

(ii) In the absence of an institutional framework for utilising the school as in the case of the French-speaking group, these countries have to depend on external aid mainly from UPU fellowships for sending their managers to Kenya. Availability of a school within the region will reduce costs and thereby increase utilisation of the limited funds available for fellowships;

(iii) In view of the indications on the concern of Governments of these countries with accelerated postal development which has set a process of reorganisation of the management structure of the post in motion, there is a definite possibility of increase in number of managers to be trained in the next 15-20 years. The additional capacity set-up though another multinational school will help in catering to the increased demand, which may not be possible with only one English school for the whole of Africa;

(iv) The need for trained instructors is likely to increase rapidly in the coming years, which can be met at comparatively lower operating costs, if an additional school is available;

(v) The close contacts between these countries in other fields of economic and commercial activity calls for closer interaction between their postal systems and postal managers. A multinational school can make a vital contribution in this area;

(vi) Support from the Economic Community of West African States could enable the countries to plan managerial training more effectively since full utilisation of a school in the areea has to become the concern of participating States;

(vii) A spin-off effect would be to increase the concern of governments who will be involved in the management of such a school in looking for returns for the resources provided, which could benefit the postal system in its developmental efforts;

(viii) Opportunities that would be available to managers from these countries to be involved in a multi-country activity would greatly facilitate manpower development in their own countries in terms of uniform policies, improved quality of training etc;

(b) Taking into account the time frame for establishing the school (at least 3-5 years), the future needs of the countries involved and the creation of capacities to meet the increasing needs of Africa as a whole, there is full justification for thinking in terms of establishing a multinational facility providing instruction in English, in this region;

(c) The primary conditions that are to be satisfied for the establishment of such a school are:

(i) The existence of a national school with an infrastructure in terms of space, equipment, residential/transport/recreational facilities and a desirable training environment;

(ii) Easy accessibility for other countries;

(iii) Availability of expertise in management science/techniques within the country for utilisation as guest faculty in the school.

At the moment, Nigeria and Ghana satisfy the conditions (ii) and (iii) but no country satisfies condition (i). However, a modern postal school with residential and other facilities is coming up at Benin in Nigeria. The first phase will be ready for operation this year for establishing a fully-fledged postal school to meet the training requirements of the country up to middle management levels. The second phase of the project, when completed, would enable the school to accommodate over 400 trainees at one time within the campus, apart from residential facilities for the staff and adequate recreational facilities. Benin City is connected with Lagos, the capital, by regular air services in addition to a modern highway over which one can travel to the capital in about 6 hours. Benin is also a city with an academic flavour and the campus of the school is about 5 km away from the city providing a congenial atmosphere and has enough space for substantial expansion in the future. Ghana, on the other hand, does not have a properly equipped national postal school. Plans for one as part of a regional mail transit centre have been on the anvil for the last 10 years. Even

when it materialises, it will not have residential and other facilities comparable to that provided for in the Benin School in Nigeria. The prospects of such facilities being provided for the national school in Ghana in the foreseeable future appear to be rather dim. If the multi country School is to be operational within the next 5 years with modern facilities, the best alternative available appears to be the Benin school in Nigeria;

(d) The current thinking in the Economic Community of West African States is to provide technical and financial support to the development of an existing school into a multinational school for management training, imparting instruction in the English language and possible further development in multinational schools of the capacity for bilingual instruction in English and French, both to improve regional cooperation in the postal system and for greater integration between countries in the region. If the need for another multinational school is accepted in principle, it would be desirable to set it up as early as possible. The Benin School should be properly organised and established as the national school for Nigeria in about 2 years after the campus is ready by the middle of 1987. If the modalities could be worked out by ECOWAS in consultation with individual countries, it would be possible to integrate the needs of the multinational school with the second phase of the project and establish the school in the next 5 years. The enhanced capacity will also benefit other African countries and would be a desirable step in meeting future needs of Africa as a whole.

124. Bilingual training

(a) However desirable this proposal is from the point of regional integration between the French and English speaking countries whcih constitute 95 per cent of the region, there are certain fundamental issues to be given very careful thought before it can be translated into action. There are:

(i) Training, especially at managerial levels, requires effective verbal communication between the trainer and trainee as also amongst the trainees or an excellent command over the spoken language. This is not easy to attain by studying a language in a country to which it is foreign;

(ii) Working knowledge of a language attained by either study as a second language or through interaction for commerical and social purposes can hardly serve the purpose for learning, which apart from verbal communication calls for study of literature, documents etc.;

(iii) Knowledge of the other language is very limited among postal managers of either group and unless a conscious effort is made to familiarise all managers likely to participate in bilingual courses with the other language, the benefits may be restricted to a few who have been fortunate to acquire knowledge of the other language. The result could be counterproductive to organisational requirements;

(iv) Full acceptability of the system to all countries has to be established. Problems in this area would perhaps be minimised if such bilingual instruction could take place in both regions for which the facility does not now exist;

(v) The need for instructors/outside faculty who can operate without difficulty in both languages and the cost/effort required for this.

(b) Incidentally, in the Mano River Union School at Freetown, Sierra leone, bilingual instruction was being provided for operative/supervisory training courses. Unfortunately, since the school has not been operating since the last 3 years, no data on the experience/problems are readily available. Their experience would be valuable in considering the proposal further, if such data could be made available by the Union secretariat to that of ECOWAS;

(c) In view of the complicated issues involved, the proposal would require time and a lot of experimentation. Taking a pragmatic view, the proposal can at best be a long-term project for upgrading training and greater integration between the postal systems in the region. Also, if one looks at the immediate and future needs of the region towards which ECOWAS necessarily has to make a major contribution and the cost and effort required for establishing bilingual training courses for postal managers, the proposal can only get a very low priority. Perhaps, it could be feasible only over the very long-term;

(d) On the general issue of bilingual training in French and English, it may also be mentioned that there is one country in Africa where both the languages are recognised as official - viz Cameroon, where the National Postal School has all modern facilities and would thus be an ideal location for experimentation.

Uniformity of approach to training

125. Despite similarity in services provided, procedures and organisation in the countries, wide variations exist in training policy, duration, course content etc. Uniformity of approach to these issues, will apart from strengthening the training base, lead to better results from the multi country school proposed for the region. The major issues are:

(a) Making training on induction or promotion to all levels obligatory;

(b) Review of the period of foundation training, keeping in view the recommendations already made;

(c) Evolving a model syllabus for induction training courses which can be adapted by each country as necessary;

(d) Carrying out a similar exercise in respect of refresher courses at operative/supervisory levels; and

(c) Designing evaluation procedures which can be adopted by all the countries.

126. The ECOWAS secretariat can play a catalytic role in this study, apart from technical and other support. Universal Postal Union can also help by asking experts who are assigned to these countries in the next 2 years to devote some time to this issue, if a separate study for this alone would not be feasible.